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ABSTRACT

This document is divided into three volumes. Volume I describes what exemplary Private Industry Councils (PICS) do, Volume II explains why they are effective, and Volume III tells how to implement exemplary practice. Volume I contains case studies of 10 exemplary PICs organized by 7 topics areas (history and structure, policies and program planning, coordination activities, chairs and board members, staff, relationship with local elected officials, and programs) of the interview guide: (1) Corpus Christi/Nueces County, Texas; (2) Contra Costa County, California; (3) Philadelphia, Pennsylvania; (4) Kankakee Valley, Indiana; (5) Rural Colorado; (6) Pinellas County, Florida; (7) Atlanta, Georgia; (8) Greater Raritan, New Jersey; (9) Boston, Massachusetts; and (10) Portland, Oregon. Volume II contains an analytic summary and recommendations from the 10 exemplary programs. This document summarizes the findings from the 10 PICs in the 7 topic areas and uses these summaries to explain successful PIC operation. The volume also provides five recommendations for improving the PIC system and an appendix with criteria for selecting exemplary PICs. Volume III is a technical assistance guide directed toward PIC staff, council members, and other practitioners who work with PICs. The guide provides practical advice on how to improve PIC operation in the topic areas, based on the factors described in Volume II that define an exemplary PIC. (NLA)

Practical Guidance for Strengthening Private Industry Councils

ED334459

Research and Evaluation Report Series 91-C

U.S. Department of Labor
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1991

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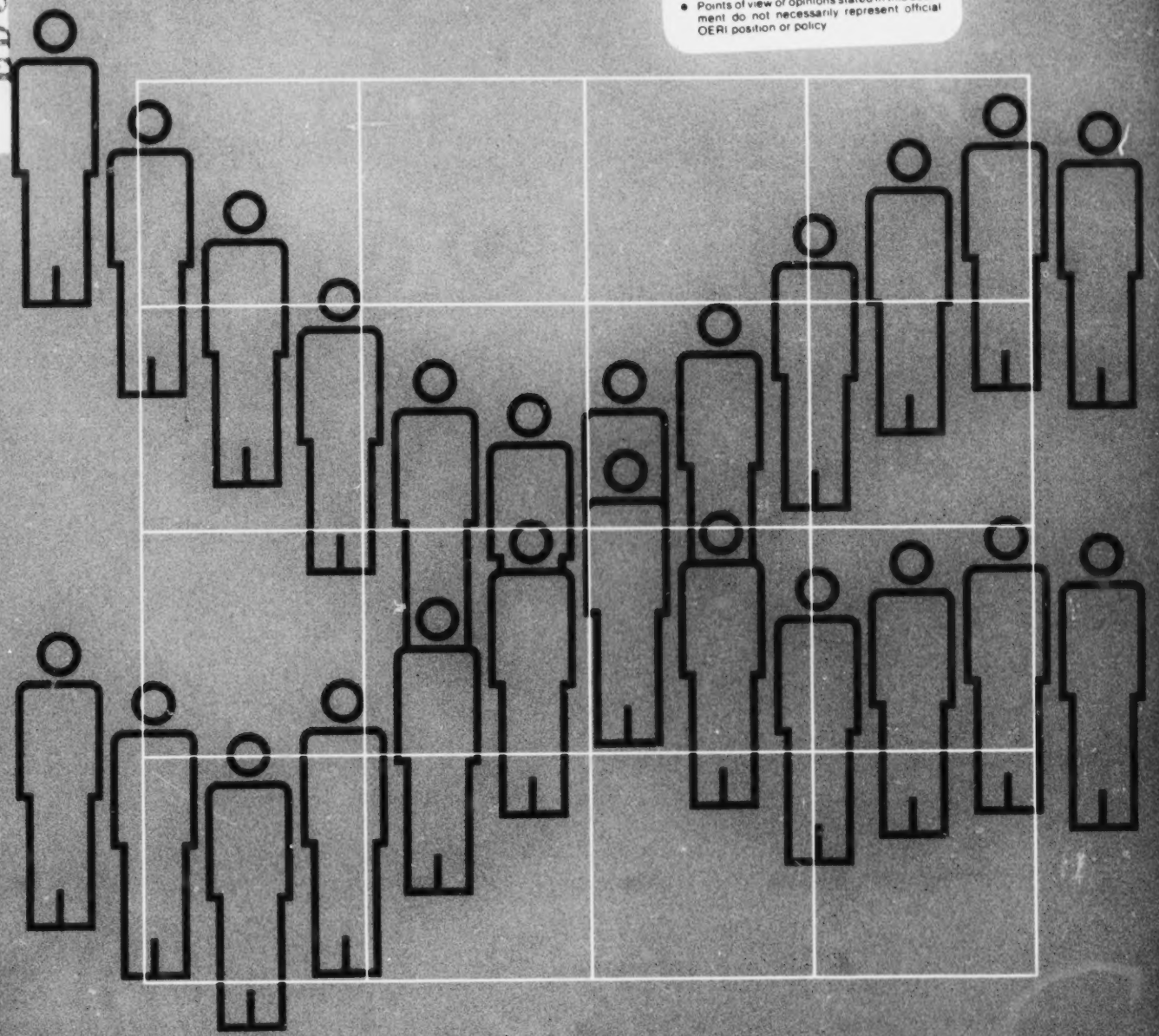

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Practical Guidance for Strengthening Private Industry Councils

Research and Evaluation Report Series 91-C

U.S. Department of Labor
Lynn Martin, Secretary

Employment and Training Administration
Roberts T. Jones, Assistant Secretary
for Employment and Training

Office of Strategic Planning and Policy Development
Raymond J. Uhalde, Administrator

1991

Research and Evaluation Report Series

The Research and Evaluation Report Series presents information about and results of projects funded by the Office of Strategic Planning and Policy Development (OSPPD) of the U.S. Department of Labor's Employment and Training Administration. OSPPD's research and evaluation program deals with a wide range of training, employment, workplace literacy, labor market, and related issues.

This report in the series was prepared by CSR, Incorporated, of Washington, D.C., under Department of Labor Contract No. 99-8-2224-75-078-01. The report was issued originally in three volumes, all of which are published together here in a single document. Each volume has its own table of contents.

Contributing to the report were: Larry Condelli, project manager; Ann Kuhn and Barbara Barrett, senior analysts; and Monica Sorensen, editor, all of CSR. Other contributors included Lee Bruno, subcontract manager, and Dan Coultoff, research assistant, both with Cygnus Corporation.

Contractors conducting research and evaluation projects under Federal sponsorship are encouraged to express their own judgment freely. Therefore, this report does not necessarily represent the official opinion or policy of the Department of Labor.

PREFACE

The final report of *Practical Guidance for Strengthening Private Industry Councils* describes the operation of 10 exemplary private industry councils (PIC's), summarizes the key findings and provides an analysis of their implications, makes recommendations for improving PIC functioning, and gives technical guidance on ways to improve a PIC based on study findings. The report is divided into three volumes:

- Volume I, *Case Studies of Exemplary PIC's*, presents a description of each of the 10 PIC's in a standard case study format.

- Volume II, *Analytic Summary and Recommendations*, summarizes the findings from the 10 PIC's in the 7 topic areas used to define exemplary functioning and uses these summaries to explain successful PIC operation. This volume also provides recommendations for improving the PIC system.

- Volume III, *Lessons From Job Training Partners*, is a technical assistance guide directed toward PIC staff, Council members, and other practitioners who work with PIC's. The guide provides practical guidance on how to improve PIC operation in 10 areas. This guidance is based on the factors, described in Volume II, that define an exemplary PIC.

The three volumes complement each other by emphasizing study findings in different ways. Volume I presents the most descriptive information about the PIC but does not provide an analysis of important characteristics. Volume II, while short on specific detail, synthesizes the key variables related to effective PIC functioning. Volume III takes the summary as a starting point and offers advice on how to put the findings into practice. Thus, Volume I describes what exemplary PIC's do, Volume II explains why they are effective, and Volume III tells how to implement exemplary practice.

PRACTICAL GUIDANCE FOR STRENGTHENING PRIVATE INDUSTRY COUNCILS

VOLUME I: CASE STUDIES OF EXEMPLARY PIC'S

FINAL REPORT

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INTRODUCTION

The Private Industry Council (PIC) is the cornerstone of the service delivery system under the Job Training Partnership Act (JTPA). The PIC's are the primary mechanism by which the private sector, along with representatives from public agencies, can provide policy guidance and oversee the direction of employment and training programs in their service delivery areas (SDA's).

In partnership with the local elected official (LEO), the PIC is responsible for developing the local job training plan that describes planned services, procedures for identifying and recruiting participants, performance goals, budgets, and methods for selecting service providers. PIC's are also expected to assume a leadership role in JTPA activities in the SDA, including coordination activities with related agencies.

A 1983 survey of PIC members by the National Alliance of Business (NAB) found considerable variation in size, structure, council responsibilities, and involvement of business members. Other studies of JTPA have found wide differences in effectiveness among PIC's, suggesting that councils have considerable ability to influence the nature of employment and training activities. However, there has been little systematic examination of the factors that promote effective PIC functioning.

To address this gap in knowledge, the Employment and Training Administration (ETA) of the Department of Labor awarded a contract to CSR, Incorporated, to select and systematically study 10 exemplary PIC's. The goals of the study were to determine elements that make for an effective PIC and to identify strategies of effective PIC's in relating their JTPA programs to other organizations and segments of the community. Specifically, ETA asked CSR to examine:

- The depth of PIC member knowledge and understanding of JTPA;
- The extent to which exemplary PIC's are involved in setting policy within their SDA's;
- The degree to which exemplary PIC's are involved in SDA operations;
- The extent and nature of nonbusiness members' participation in PIC's; and
- The nature of relationships among PIC's, LEO's and program operators in terms of how authority is expressed, goals are established, and disputes are resolved.

Through an examination of these issues, CSR was to develop a set of guidelines for PIC's to follow to ensure maximum effectiveness, and to make suggestions for improving the PIC system.

METHODOLOGY OF THE STUDY

CSR's first task was to identify 10 exemplary PIC's. This involved identifying the characteristics of an exemplary PIC and then selecting PIC's based on these criteria. To assist in the identification process, an advisory board was formed consisting of a senior staff member from five public interest groups involved in employment and training and knowledgeable of these programs at the local level. These public interest groups were NAB, the National Association of Private Industry Councils, National Job Training Partnership, Inc., the National Association of Counties, and the U.S. Conference of Mayors.

Each advisory board member, who was knowledgeable of PIC's and the JTPA system, was asked to identify key criteria of an exemplary PIC. In addition, the Department of Labor asked the ETA regional administrator in each of the Department's 10

regions to recommend selection criteria. Through these sources, CSR collected 42 characteristics of exemplary PIC's. These characteristics were reduced to 23 by combining similar criteria and by eliminating duplicates and criteria recommended by less than three respondents.

In the second stage of the selection process, the advisory board members were asked to nominate 5 to 10 exemplary PIC's using the 23 criteria. For each PIC, the nominator identified the criteria met and gave other reasons why the PIC was considered exemplary. The advisory board nominated 20 exemplary PIC's. The nominated PIC's were from all regions of the country and served large city, smaller city, and rural SDA's.

The names of the 20 PIC's were submitted to ETA, which selected the 10 exemplary PIC's for the study. In making the selection, ETA considered (1) whether the PIC's operated job training programs, not just job search and referral; (2) involvement of the PIC's in coordination with other community agencies; and (3) how well the PIC's met the performance standards. ETA also ensured geographic representation of the country and inclusion of SDA's of varying sizes in its final selection. The exemplary PIC's selected for this study were:

- The Business and Industry Employment Development Council, Inc. (Pinellas County, Florida);
- Private Industry Council of Philadelphia, Inc.;
- Corpus Christi/Nueces County Private Industry Council, Inc.;
- The Private Industry Council, Portland, Oregon;
- Boston Private Industry Council;
- Contra Costa County Private Industry Council (California);
- Private Industry Council of Atlanta;
- Rural Colorado Private Industry Council;
- PIC of Greater Raritan, Inc. (Hunterdon, Middlesex, Somerset Counties, New Jersey); and
- Kankakee Valley Private Industry Council (Indiana).

To collect information on the structure, operation, and policies of the PIC's, CSR scheduled 3- or 4-day visits to each PIC. These visits occurred between April and August 1989. At each site, CSR staff interviewed the PIC chair, executive director, LEO, one or two senior staff members, four to seven PIC members, major contractors, and the SDA director where there was a separate SDA staff. Respondents provided information about their areas of involvement and interaction with the PIC. Interviews with executive directors and PIC chairs lasted about 2 hours; other interviews lasted 30 minutes to 1 hour. Twelve to 20 interviews were conducted at each site.

CSR developed a topical interview guide for the study based on a review of previous work evaluating JTPA programs and PIC's, advice from advisory board members, and CSR's knowledge and experience with JTPA and related employment and training programs. The guide was used during interviews to collect information in seven areas related to PIC operation, composition, and functioning:

- Background and structure of the PIC;
- Policy and program planning;
- PIC community relations and coordination;
- PIC chair and Board members;
- PIC staff;
- PIC relationship with the chief elected official; and

- Performance and employment programs.

The unstructured nature of the interviews permitted the interviewers to focus on topics most relevant to individual respondents and the respondents' areas of expertise. The interviewers integrated the information from all respondents to develop a complete picture of the nature of the PIC and the economic conditions within the SDA.

OVERVIEW OF THE REPORTS

The findings from this study of 10 exemplary PIC's are reported in 3 separate volumes. This volume presents a description of each PIC in a case study format organized by the seven topic areas of the interview guide. The case study present a succinct summary of the key areas that define an exemplary PIC.

Volume II is an analytic summary of the findings from the case studies. This report synthesizes the information from the 10 PIC's and identifies characteristics in structure and operations that appear to be related to exemplary performance of a PIC. The findings in this volume are also organized by the topic areas of the interview guide.

Volume III is a technical assistance guide that is targeted to PIC staff, PIC members, and others interested in improving PIC performance. Using information distilled from the case studies and summarized in Volume II, the technical assistance guide provides practical advice on how to implement specific practices into the operations of a working PIC to improve its effectiveness. Consequently, Volume III will be of greatest interest to those actively involved in operating a PIC. However, other readers may be interested in this volume to gain insights into effective PIC operation.

CORPUS CHRISTI/NUECES COUNTY PRIVATE INDUSTRY COUNCIL

Corpus Christi, Texas
Irma Caballero, Executive Director
Robert L. Trask, Chair

Corpus Christi lies on the southern Gulf coast of Texas and has a population of about 275,000. As the city was heavily tied to the oil industry, it experienced economic difficulties when oil prices dropped in 1985. The decline of the domestic industry caused wages in the area to fall significantly, as unemployment reached the third highest in the Nation, 11.6 percent, in 1986. In 1989 the unemployment rate was around 8 percent, with a per capita income of just under $10,000.

The Private Industry Council (PIC) serves the city and surrounding Nueces County, which together comprise the service delivery area (SDA). The balance of Nueces County, although large in area, is rural and has a population of only 37,700. Consequently, most of the PIC's activity is focused on the city.

With the demise of the oil industry, the city is trying to diversify the local economy, and economic development activities have centered on the service and chemical industries. In addition, the city is hoping to develop jobs in aerospace and ship maintenance to support the local air base and naval facility. These efforts have been assisted by the designation of the city as a home port by the U.S. Navy.

Historically, Corpus Christi was part of a 13-county area served by a Comprehensive Employment and Training Act (CETA) prime sponsor. With the implementation of the Job Training Partnership Act (JTPA) in 1983, the State designated Nueces County as a single SDA, and the present PIC was formed through a consortium of the city and county governments. The city was the administrative entity with the PIC providing policy oversight until 1986 when it was incorporated as a private, nonprofit corporation. In 1988 the PIC became the grant recipient and administrative entity, and it now operates independently. This independence, as well as the reduction in size of the SDA, has helped the PIC plan and operate more effective job training activities, as it made the service area more manageable and freed the PIC from political constraints.

PIC STRUCTURE

The PIC Board of Directors consists of 21 members, with a 57 percent business majority. Members are appointed to 2-year terms with no limit on the number of terms they may serve. Appointments are staggered so that half the board must be reappointed annually. Board membership has been stable in recent years, with little turnover.

PIC private-sector members represent both large and small business in the community, including the telephone company, banks, a utility company, and an area radio station. These members hold varying ranks in their companies, including president, general manager, vice president, and personnel and marketing positions. Local education agencies, community-based organizations (CBO's), organized labor, rehabilitation, the Employment Service, the Human Services Department, and economic development agencies are also represented.

Chambers of Commerce within the county nominate new private-sector members for the board, and the PIC also solicits nominees from CBO's and other community groups. Board members and staff interview prospective nominees to explain responsibilities and determine interest. Names of eligible nominees are then submitted to the City Council or Board of County

Commissioners for appointment. There are four ex-officio members on the PIC board representing the assistant city manager for economic development, the mayor, a City Council member, and a county commissioner.

The PIC executive director gives new PIC members an orientation that includes an overview of the PIC, JTPA, and role of Board members. The staff also provides briefings to new members prior to Board meetings. Some members attend State and national conferences for training on selected topics. The PIC chair stated that it takes about 1 year for a new member to gain a working knowledge of JTPA and PIC operations.

The PIC Board meets monthly, and all members and senior staff are required to attend. The PIC has enjoyed good attendance and a very high level of Board member involvement. Meetings are held at a regularly scheduled time so that scheduling conflicts and other barriers are kept at a minimum. Board members reported no logistic problems to attending meetings.

The PIC has four standing committees—the Planning Committee, which prepares the service and program plans; the Performance Review Committee (PRC), which monitors contractors and training program performance; the Education Advisory Committee, which helps coordinate the PIC's work with the education community; and the Executive Committee, which provides financial and administrative oversight. The PIC chair appoints all committee chairs and the committee members. All Board members must serve on one committee, and the PIC policy is to assign members to different committees during their tenure to provide them with an overview and complete understanding of PIC operations.

PIC staff stated that most Board members were very active in PIC activities and that business members provided strong leadership. The PIC chair believes that the involvement of the business community is essential to the success of PIC programs and, consequently, he places a priority on involving and recruiting area business leaders. However, many business people in the area appear to be somewhat skeptical and mistrustful of JTPA as a "government program," and the PIC works hard to overcome these perceptions.

POLICY AND PROGRAM PLANNING

PIC Mission and Goals

The PIC holds an annual retreat of Board members and senior staff to discuss and evaluate the mission statement, the previous year's performance, and develop objectives for the coming year. An outside consultant, such as a National Alliance of Business staff member, often provides assistance.

According to the mission statement, the PIC "seeks to increase employment and improve the current and potential labor force through economic development, job training and employment placement for the citizens of Nueces County." Due to the area's high unemployment, economic development is an important aspect of the PIC's training activities and is explicitly a part of the PIC's mission.

The mission statement is translated annually into corporate goals, strategic goals, and operational objectives that define specific activities to meet the strategic and corporate goals. For Program Year (PY) 1988, these goals included:

- Training youth, unskilled adults, and older workers for job entry;
- Improving skills of at-risk youth through programs coordinated with the school system;
- Developing new jobs by attracting new employers to the area;
- Increasing the visibility of JTPA in the business community to open new jobs for JTPA graduates; and

- Expanding non-Federal funding sources.

The PIC develops a formal 2-year service plan but reviews and revises it annually. The plan reflects the mission and objectives and is operationalized to serve specific populations and define training activities. Around the middle of the program year, the PIC staff analyzes the characteristics of the clients served, testing results and training program enrollment. The PIC staff also analyzes occupations that may be in demand in the coming year, using data from local economic development agencies, the State, and the Department of Labor.

This information is presented to the PIC Planning Committee, which is responsible for compiling a list of demand occupations and training needs for the coming year. The PIC also consults with contractors and other area experts in employment and training. The PIC then holds a public hearing on these training plans to obtain community input. Following the hearing the PIC staff prepares a plan and presents it to the Planning Committee for final input and approval. The plan must then be approved by the full PIC Board, the Executive Board of elected officials, and the State.

During the first few years that the PIC was operational, the Board was more directly involved with the plan development. However, as the procedures have become more established, the Board has provided oversight and policy guidance and left the details of plan development to the staff.

The PRC is responsible for monitoring PIC programs and operations. The PIC staff monitors program performance and reports to the Committee monthly. PRC members also conduct periodic onsite monitoring of contractors. The Committee submits a monthly report at the meeting of the full Board. The Board ensures program goals are being met, fiscal expenditures are according to budget, and programs are meeting performance standards.

Policies Regarding Service Populations and Vendors

The Corpus Christi area is experiencing a period of high unemployment that demands economic diversification. This diversification calls for a better-trained workforce and the attraction of new businesses to the area. Consequently, training policies include serving hard-to-serve populations and making optimal use of vocational education schools and local school districts. The PIC specifically targets three hard-to-serve populations: Aid to Families with Dependent Children (AFDC) recipients, vocational rehabilitation clients, and at-risk youth. The majority of PIC clients are from these groups, and the PIC has agreements with related service agencies, described in the following section, to facilitate serving them.

The PIC uses the network of schools, community colleges, and vocational schools in the area to train PIC clients. This allows a wide variety of training areas and provides the option for some trainees to obtain long-term training, attain a graduate equivalency diploma (GED), or complete high school. There are few CBO's in the area with training capabilities. Consequently, the PIC must build relationships with the educational institutions to meet training needs.

The PIC specifically targets three hard-to-serve populations: Aid to Families with Dependent Children (AFDC) recipients, vocational rehabilitation clients, and at-risk youth.

The PIC uses an annual Request for Proposal (RFP) process for its training contractors. In the past the PIC has used performance-based contracting, but in PY89 it changed to a cost-reimbursement mechanism. This change was a result of the new Department of Labor regulations governing performance-based contracts. The major contractors are colleges and educational

institutions, the League of United Latin American Citizens (LULAC), and Service Employment Redevelopment (SER) Jobs-for-Progress. Program performance is the primary criterion for selecting and renewing contractors.

In terms of economic development activities, the PIC employs two strategies. To build its image in the business community, the PIC relies on public relations work and personal contacts by Board members, the PIC chair, and staff. To attract new business to the area, the PIC has a contract with an area economic development corporation that includes a requirement to place PIC clients in new businesses moving to the county.

COORDINATION AND COMMUNITY RELATIONS

Coordination With Other Agencies

Coordination with other agencies is a central activity for the PIC. The PIC views coordination as a means to provide services more efficiently and to identify the JTPA-eligible population. Coordination is also a way for the PIC to learn about and become involved in related projects being conducted by other agencies and organizations. In addition, coordination is an avenue for the PIC to promote its programs among service providers and thereby attract both new clients and funding sources. Thus, the PIC executive director and other staff devote considerable attention to coordination.

The executive director involved the PIC in coordination early in her tenure by starting the Employment and Training Council. This informal group was composed of all top administrators in employment- and training-related programs in the county. The Council met monthly over informal lunches to discuss activities, common interests, and opportunities for collaboration and to support the development of joint programs.

Council meetings, while still held, have become infrequent in recent years as the members and their agencies' services became better known to each other. The executive director now pursues coordination activities through memberships on several Boards of Directors of different agencies; through personal contacts; and through the PIC Board, which has representatives from agencies with which the PIC coordinates. The PIC chair and other Board members also aid coordination through their personal contacts and other Board memberships. The PIC has no special funds available for coordination activities but uses money from its administrative budget for these purposes.

The executive director involved the PIC in coordination by starting the Employment and Training Council, composed of all top administrators in employment- and training-related programs in the county.

The PIC's coordination activity with other agencies is through contracts and interagency agreements. There has been extensive coordination with the Texas Employment Commission (TEC), the State Employment Service (ES) agency, dating back to 1983 when an interagency agreement was developed. The TEC Board member coordinates with the PIC employment service activities and labor market information. The TEC provides on-the-job training (OJT) to PIC clients and operates a Title IIA project, a dislocated worker project, and an older worker program under contract to the PIC. The PIC refers clients to these programs, and TEC also conducts its own recruitment efforts. More than 300 clients were placed in a wide range of OJT jobs last year, including engineering, service industries, and management positions. All programs offer job search training as well as placement. The PIC uses the TEC labor market information in program planning.

The PIC's coordination with the State Department of Human Services (DHS) is facilitated by a recent State requirement to have a seat on the PIC Board for a

representative of this agency. The PIC has worked with DHS for several years, and the agencies have a long-standing written agreement that was recently rewritten to define responsibilities more clearly.

The PIC views the AFDC population as one of its primary service populations. Although enrollment in JTPA programs is not required, AFDC clients are automatically referred to the PIC for testing, assessment, and referral to training programs or OJT. The PIC is currently negotiating with DHS to have an AFDC staff person assigned to the PIC office to facilitate enrollment of clients in both programs. The State's strong encouragement of cooperation between DHS and local PIC's has gone far to promote collaboration between the two agencies.

The PIC has a similar referral relationship with the Texas Rehabilitation Commission and the local Mental Health Mental Retardation Agency (MHMR). The Texas Rehabilitation Commission negotiated an interagency agreement in 1986 that clarifies areas of responsibility. Rehabilitation clients are automatically referred to the PIC for assessment, testing, and training. The PIC also established a special summer job program for MHMR clients. PIC staff, MHMR, and Rehabilitation Commission counselors assist clients in their job search activities.

The PIC is also actively involved in promoting economic development in the city through its coordination efforts with the Corpus Christi Area Economic Development Corporation. This private, nonprofit corporation works to attract new business to the area through a contract assistance center that aids area businesses in applying for public contracts and grants, a foreign trade center that assists companies doing business in Mexico, and a business services center that assists businesses that are new to the area. As part of this assistance, the Corporation arranges a meeting between the new business and the PIC to discuss job training and labor requirements. Under contract to the PIC, the Corporation is required to place PIC clients in these new jobs. The jobs are primarily OJT slots arranged by the PIC through the TEC. About 60 jobs are filled annually in this way.

The PIC is involved in coordination efforts with several other smaller agencies, including those serving the homeless and migrant workers. The PIC also engages in joint planning with the Rural Coastal Bend PIC, which serves neighboring counties.

Coordination With Schools

The PIC considers coordination with the school district an integral part of its work. A local community college, Del Mar College, is the PIC's major training contractor. The PIC also contracts several projects to local school districts through special projects funded under Section 123 of JTPA, which authorizes use of the 8 percent set-aside funds for coordination with schools. To develop these special projects and promote coordination efforts, the PIC formed the Education Advisory Subcommittee, composed of representatives from area schools and PIC Board members. The Committee is a mechanism to obtain the input of the education community.

The Education Subcommittee has the primary responsibility for developing the Section 123 projects. The PIC allocates funds for these projects; the committee develops RFP's for them, reviews proposals, and recommends the contractors and funding levels to the PIC.

Recent projects have focused on dropout prevention of in-school youth. Over the past 2 years the PIC has funded three projects under its Section 123 programs. The "Communities in School" project identifies youth at risk of dropping out. These students receive academic and personal counseling and pre-employment skills training. The second is a literacy project where students reading below the sixth grade level receive personal tutoring. The third is a dropout prevention project, which involves 11 of the 13 area school districts providing the names of all dropouts to the PIC. The PIC contacts each student personally to enroll them in a GED program or job training or to offer counseling

and other services that may result in a return to school.

Coordination Mechanisms

The PIC has been a leader in coordination for training and employment activities in the county. PIC staff and Board members agreed that frequent and regular communication is an essential element in successful coordination. The PIC executive director performs this function through regular meetings and contact with key individuals. This is facilitated by having representatives of each of the coordinating agencies serve on the PIC Board. Consequently, there is close integration among all involved agencies.

One Board member commented that for coordination to work, one agency must take charge and lead the efforts. At the same time, the lead agency cannot be threatening to other agencies. "Successful coordination results from convincing others that you don't want to take them over—that you're not a threat. You have to emphasize you want to complement each other," he noted. The PIC has been able to provide the needed leadership and has succeeded in building a climate of complementary action by building trust among agencies and avoiding or resolving turf issues.

"Successful coordination results from convincing others . . . you're not a threat. You have to emphasize you want to complement each other."

Commitment is another important factor in coordination. All involved organizations must be firmly committed to the joint efforts and be willing to take risks, if necessary, to ensure their success. Commitment at the highest levels of the organization is needed so that the important decisions and planning may be made with authority. Assistance at the State level further facilitates the process. In Corpus Christi the adverse economic conditions also promoted commitment. Community leaders realized that the workforce needed diversification and training and joined together to address a mutual problem.

Board members and staff further noted that politics could not be involved if coordination was to be successful. The PIC's status as an independent nonprofit corporation was a definite asset in this regard. As an independent entity, the PIC could make plans and decisions without being swayed by political considerations. In addition, outside agencies were more trusting of the PIC, as it became perceived as a nonbiased, independent organization. PIC staff confirmed that program planning and cooperation of employers and outside groups has been easier since the PIC incorporated.

Benefits and Barriers to Coordination

Board members representing coordinating agencies agreed that working with the PIC was beneficial to the clients served by their respective agencies. The main benefit cited was that the PIC provided job training and subsequent employment for their clients. The PIC's unique position vis-a-vis training and resources provided services that no other agency could provide. This allowed the agencies to focus on other client needs, with the net result being better, more comprehensive services; cost savings; and a better chance for the client to become self-sufficient.

The Board member from the community college noted that serving PIC clients benefitted the school in that it provided a more balanced mix of students and involved the school in training the disadvantaged. Most of the JTPA students would not otherwise be able to attend the college.

The major barrier to coordination cited by all agency representatives was the paperwork and certification requirements JTPA imposed on them. Many complained that clients had to be certified multiple times for each program. This wastes time and is discouraging to clients.

The JTPA-eligible population, particularly youth, found it difficult to obtain the necessary documentation, according to some respondents. One Board member noted, "Too much time is wasted trying to prove you're poor. It's hard for kids to get some of these [documents], especially if the parents aren't cooperative." Another respondent noted, "Often kids must get these documents from parents—who were the reason they dropped out in the first place. The kids have to rely on people to support them who haven't supported them in the past." Many respondents stated that there should be a single, standardized way of determining eligibility that would be accepted by all programs. Current regulations and funding categorization prevent this.

The school district and college representatives believed that performance standards were another barrier to coordination. In their opinion, performance standards discourage long-term training by requiring placement within the 1 year required by the PIC. The schools they represent are designed for longer training, which makes it difficult to serve JTPA clients without carry-over to a second year, adversely affecting costs. For example, students in the dropout prevention and alternative high school programs often require more than 1 year to complete their schooling. Many of the college's job training programs require 2 or more years of training, and the GED program takes some students more than 1 year to complete. Students who want to continue college after completing job training courses cannot. Consequently, the JTPA length of stay limits participation in local school programs.

Overcoming this barrier requires flexibility and risk-taking for both the PIC and the schools. The PIC has used the positive termination for youth standard where possible and encouraged longer training. The PIC also pursued the use of 6 percent set-aside funds for education and training projects that would not be subject to performance standards but would enhance educational attainments such as increases in reading and math levels and attainment of the GED or a high school diploma.

The community college does not require job placement of any JTPA student who wants to continue in school and pursue longer training. Many students decide to receive longer training or enter one of the college's 2-year programs rather than obtain immediate employment. This hurt the school's ability to comply with performance standards and, since the school operated under a performance-based contract, resulted eventually in a loss of JTPA funds. However, the school is able to absorb the loss through other funding sources, and the PIC has been willing to allow lower performance standards to accommodate these students. If the school were unable to absorb the financial loss—or the PIC were inflexible on performance standards—the college would not train JTPA students. The Board member from the college claimed that, if constrained by the performance standards, "we couldn't serve all we could otherwise. [Instead] we just give up JTPA money for [long-term] students."

CHAIR AND MEMBER LEADERSHIP

Chair Leadership

The PIC chair, vice chair, and other officers are elected to no more than two 1-year terms. The vice chair succeeds the chair. Historically, the PIC's chairs have been well connected in the local business community, which has helped the PIC to become better known in the business sector.

The PIC's third chair is Robert L. Trask, who was just completing his first 1-year term at the time of the interview. Mr. Trask is owner and general manager of a local radio station and served on the PIC for 2 years prior to becoming chair. Mr. Trask is well known and influential in the business community. He was very involved with the PIC and promoted it actively while on the Board. He believes that he was elected chair because the PIC places a priority on the

participation and support of the business community.

To Mr. Trask, the chair's role is to work cohesively with the executive director in planning and managing programs to meet the PIC's goals. This involves understanding all the PIC's activities and being aware of developments at the State and national levels as they affect local PIC operation. Another important activity for the chair is to promote the PIC in the community through personal and public networks, to generate interest in the business community, and to recruit new Board members.

Mr. Trask feels one of his greatest strengths is his hard line business perspective and fiscal management. "I watch the bottom line. I'm not political, not very sensitive to [political] issues, but I pay attention to business matters. . . . I provide the business perspective. Other members fill in the other areas."

In Corpus Christi there remains some residual distrust of the PIC and JTPA in the business community due to unpleasant experiences with CETA and a general mistrust of federally funded service programs. Mr. Trask feels the involvement in the PIC of recognized business leaders has helped the credibility of the PIC and JTPA. Furthermore, one of his accomplishments as chair was the continued improvement of this image. The incorporation of the PIC as an independent nonprofit organization was also a key factor in improving the PIC's image and its operation. When the city ran the PIC, employers viewed it as a disguised CETA. As an independent corporation, the PIC has gained status.

Mr. Trask believes another role of the chair is to educate the business community about the need for training the workforce and the PIC's role in this process. There is a large unskilled labor force, and local employers "don't realize at first how badly prepared the workforce is," according to Mr. Trask. The PIC chair must play a role in enlightening the business community.

Mr. Trask spends considerable time on PIC activities, up to 40 hours per month, but averaging 10 to 20 hours per month. This time is spent reviewing materials, attending committee and Board meetings, speaking, and performing public relations work for the PIC. He stated that one of the PIC's challenges for the future was to provide long-term job training to enhance the skill level of the workforce. He cited the close involvement of Board members, participation of the business community, thorough planning and review of training programs, and the quality and dedication of the PIC staff as key elements in the PIC's success.

Board Members

Along with the business members, the PIC has representatives from each of the agencies with which it coordinates: TEC, Vocational Rehabilitation, Human Services, the community college, and a local school district. The PIC chair viewed the business representatives as the most influential members due to their professional networks and public relations work on the PIC's behalf. However, the executive director noted a high level of involvement among the majority of Board members, including representatives from coordinating agencies and labor.

While some Board members have remained on the Board since its inception, the majority of members have been on the PIC 2 to 4 years. All members have been employed in their respective fields for at least 11 years and hold high-ranking positions in their organizations. Among small businesses, members are owners or presidents of their firms. In larger businesses, the members hold managerial positions.

In addition to the chair, seven Board members were interviewed representing each human service area. All members were very involved in PIC activities and devoted an average of 10 to 15 hours per month on the PIC. Besides attending Board and committee meetings, these members also conducted public relations work for the PIC, made site visits to PIC job sites and contractors, helped design new programs, and acted as liaison

between the PIC and their organization. Members felt that the PIC required a major time commitment that sometimes made participation difficult, but they did not consider this a barrier to participation.

The public-sector members saw their role on the PIC as representing the job training interests of their constituency and ensuring that the PIC consider their perspective. Several members also stated their job was to ensure that the PIC had the best employment program possible and considered the needs of the whole community. An additional responsibility cited was to assist coordination efforts between their agency and the PIC.

Business members saw their role as assisting in developing a positive image of the PIC in the business community and maintaining business involvement. They reported performing public relations work for the PIC, such as speaking, and recruiting new business involvement through personal and professional networks. The business members noted that they had to raise the level of awareness about the PIC and overcome initial reluctance of employers to become involved. The success of these efforts in recent years was attributed to the work of the Board members, the current and immediate past chair, and the PIC's association with the Economic Development Corporation.

Business members saw their role as assisting in developing a positive image of the PIC in the business community and maintaining business involvement.

Public-sector Board members cited the job training provided by JTPA as the major benefit of working with the PIC. This job training supplemented the services provided by the agencies, allowing them to focus on the client's other needs. Private-sector members noted the development of a more prepared, better-trained workforce as a benefit of the PIC to them. It is widely recognized in the community that more training needs to be provided. The business members believe the PIC is a good vehicle for this training, and they want to influence the direction of training and maintain ready access to a well-trained labor force.

PIC STAFF

In PY89 the PIC increased its staff from 32 to 49 employees who are responsible for operations and administration. Under the executive and deputy directors are three operational and three administrative divisions, each with its own manager. Operational divisions include Intake, which is responsible for testing, assessment, and eligibility determination; Youth Programs, which directs the dropout prevention and summer jobs programs; and Participant Services, which manages service delivery. Administrative divisions include Fiscal; Management Information System; and Planning, which plans program activities and issues RFP's and coordinates contracts. The service delivery system was reorganized in PY89 to provide case management of clients. This change created the separate Youth Programs division and resulted in the hiring of 17 new staff members.

The executive director has a background as a planner and worked as an administrator for the CETA program prior to JTPA. She became executive director in 1985. The deputy director holds a master's degree in Business Administration and was an Equal Employment Opportunity (EEO) specialist, management analyst, and assistant to the city manager for 10 years. He has worked for the PIC for 2 years. The majority of the other staff members have been working for the PIC for several years and have backgrounds in social services.

The staff's responsibility is to oversee PIC operations and administration. The PIC Board provides policy guidance and oversight but is not involved in operational details. Board-staff interaction occurs through the PIC's committees. Staff members are assigned to each committee and provide

monthly reports and briefings to the Board members and obtain input from them at the monthly meetings. Senior staff members also attend all meetings of the full Board to provide reports of operations and obtain input. The executive director maintains contact with Board members, especially PIC officers, if additional input or assistance is needed between meetings.

Staff members cited the development of the new case management system and the dropout prevention program as major staff accomplishments in recent years. Staff members were uncomfortable with the previous system where the PIC referred a client to a training contractor and provided minimal followup. Consequently, the staff developed a case management system whereby the case managers follow clients from intake to job placement. This system also eases the followup burden from contractors, allowing them to devote more resources to job training.

The dropout information referral project, where area high schools provide the PIC with names of students who have dropped out, required considerable work from the staff to obtain the cooperation of 11 independent school districts. Contacting the students is also a formidable task. PIC staff were proud of these efforts because the project reaches a hard-to-serve and previously difficult-to-reach population.

Staff members devoted considerable attention to maintaining the interest and active involvement of Board members. They identify interests during the orientation and involve Board members in areas and programs of interest to them. Board members identified the staff as a major reason for the PIC's success. They widely praised the staff, including the executive director, for making an effort to involve the whole community, providing good monitoring and oversight, and promptly addressing problems.

RELATIONSHIP WITH CHIEF ELECTED OFFICIAL

The Corpus Christi/Nueces County SDA is formed by a consortium of the city and county governments. By agreement, the mayor of Corpus Christi is the chief elected official who—along with the City Council, the county judge, and a county commissioner—act as an Executive Board and are responsible for overseeing JTPA programs. The city operated CETA programs and was the administrative entity and grant recipient for the JTPA program until the end of PY87. The JTPA program was administered by a city Jobs Training department, and the staff members were city employees.

The PIC believed that removing the JTPA program from city control would allow it to deal with contractors more effectively and improve its image with local employers, who had a natural suspicion of government. Consequently, in 1987 it was proposed that the PIC be designated as grant recipient and administrative entity for the JTPA program. There was some initial resistance, but the PIC addressed concerns posed by some city officials and staff through a review of the program operations and discussion of the advantages and disadvantages of the proposed change. Another problem was the transition of staff from city employees to the private sector. The PIC ensured there was no loss of benefits or pay from this transition. After resolving these concerns, the PIC and the Executive Committee (elected officials) approved the designation of the PIC as the grant recipient and administrative entity.

Since the administrative change, the elected officials have given the PIC Board a great deal of latitude in the day-to-day operation of PIC programs. There have been no disputes between the PIC and Executive Board, and a strong partnership relationship continues.

The vice president of the PIC was recently elected to the city council and now functions as a liaison between the two bodies. In addition, all Executive Board members are invited to attend PIC meetings and

occasionally may take a particular interest in PIC programs and become involved. The PIC also provides reports, schedules periodic meetings and tours of training facilities, and has an annual banquet to keep council members informed of PIC operations. The Executive Board of elected officials has been most interested in the economic development activities sponsored by the PIC and the Literacy Council project, which is housed in the city library. However, even with these projects, the PIC enjoys independence in planning, policymaking, and operation.

PIC PROGRAM PERFORMANCE

PIC Services

Each year the PIC serves about 1,040 clients under Title IIA and about 1,000 youth under Title IIB, along with approximately 400 older and dislocated workers. It conducts intake, testing, assessment, and referral at its central office and a satellite office in the county. New clients first attend a group orientation and then make an appointment to see an intake counselor individually. The counselor certifies the client for JTPA eligibility and makes an appointment for the client for testing. After testing and assessment the client is assigned a case manager who tracks progress. The client is then referred to a job training contractor. Job-ready clients are referred to a job search program or OJT. The PIC contracts all job training to local schools, colleges, and CBO's and currently has 12 contractors. The PIC is responsible for job placement after training.

The PIC also conducts recruitment of clients and marketing to employers. Recruitment activities include print and radio advertising, brochures, and public speaking. The PIC recently completed a major marketing effort targeting employers through advertising in business journals, speaking and networking of Board members, and through the Chamber of Commerce and the area Economic Development Agency. Job developers also perform marketing work as part of their efforts to recruit new employers for PIC trainees.

Major Training Contractors

As discussed under coordination efforts, the PIC's major contractors are Del Mar College, TEC, SER-Jobs for Progress, and LULAC. Del Mar provides training to PIC clients through enrollment in regular courses offered by the college. The college also provides a GED program and job placement assistance. JTPA students are integrated into the student body and must conform to the same requirements as all other students. The college trains about 500 JTPA Title IIA students annually in vocational classes ranging from nursing to auto mechanics and other trade classes.

In recent years the PIC has focused on coordination with the school system to prevent high school dropouts.

Under contract, TEC performs Title IIA OJT placement for the PIC and also operates the OJT portion of the Dislocated and Older Worker Programs, as described earlier. TEC serves about 600 JTPA clients annually.

LULAC is a nationwide organization for Hispanics which began in Corpus Christi. LULAC operates a youth work experience program in coordination with SER-Jobs for Progress, which operates a remedial education program. This program targets out-of-school youth aged 16 to 21 who are dropouts with reading skills below the ninth grade level. Participants in the program receive individual counseling and job search assistance.

Innovative Programs

The PIC uses the 8 percent set-aside funds available through Section 123 of JTPA to fund innovative programs. In recent years the PIC has focused on coordination with the

school system to prevent high school dropouts. These projects include the Communities in Schools program and the Drop Out Prevention Project. Communities in Schools places students at risk of dropping out in pre-employment skills training courses and provides personal counseling. Local high schools in the dropout prevention project provide the names of dropouts to the PIC education liaison. This staff member then contacts each student individually and encourages the student to enroll in a PIC job training or GED program or to return to school. Both the Communities in Schools program and the Drop Out Prevention project, as well as other Section 123 projects, were described in more detail in *Coordination and Community Relations*.

Evaluation and Performance Standards

The performance of contractors is monitored through the PIC Performance Review Committee. A staff member serves as the program monitor who reports monthly on the status of PIC programs, including expenditures. The committee then reports to the full Board at the monthly meeting.

The PIC usually performs well on its performance standards, despite the difficult economic conditions in the county. For PY87 the PIC exceeded all standards with a 74.9 percent entered employment rate for adults, $3,616 cost per entered employment, and $4.75 average wage at placement. For youth, the entered employment rate was 70.2 percent and the positive termination rate was 91.5 percent. The following exhibit displays the performance standards. The performance standards are adjusted locally by the State for the SDA. The staff noted, however, that economic conditions—especially average wage, which is now in a downward spiral—change so quickly in the SDA that even the adjustments do not accurately reflect the local economy.

The staff and Board members also remarked that the performance standards discouraged long-term training. The consensus was that the labor force required more intensive, long-term training than had been provided in the past. In addition, the PIC relies heavily on local schools and colleges for training, and these institutions typically provide training programs lasting 2 or more years. While no one questioned the value or desirability of performance standards, all recognized that flexibility is needed to meet the needs of clients and local employers.

SUMMARY AND ASSESSMENT

The Corpus Christi/Nueces County PIC consists of 21 members supported by a staff of 49. Council members are appointed to 2-year terms and meet monthly. The Board is organized around four standing committees that oversee PIC operations. The PIC is a policymaking Board, incorporated as a private, nonprofit corporation and is also the administrative entity for the SDA. In conjunction with the PIC, an Executive Board of elected officials provides program oversight but is minimally involved in PIC administrative and program activities.

The PIC's success is largely due to its ability to coordinate with and involve all segments of the community in its job training efforts.

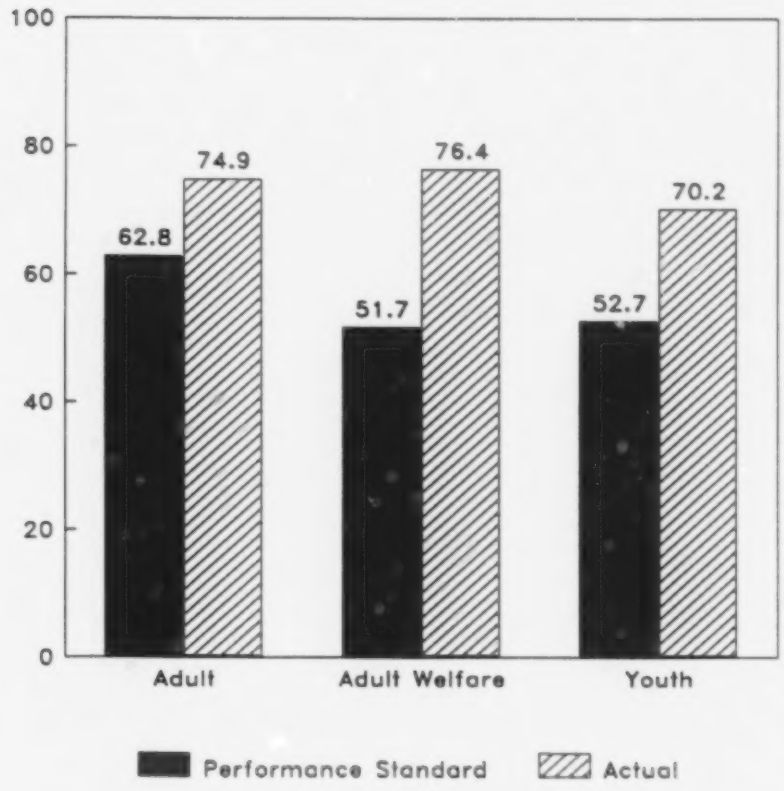
The PIC places great emphasis on coordinating with other agencies. The TEC (the State Employment Service) provides OJT placement and job search workshops for Title IIA and older and dislocated workers under contract to the PIC. The Department of Human Services and the Rehabilitation Commission have interagency agreements with the PIC to refer their clients to PIC programs. The three agencies also have representatives on the Board.

The PIC provides clients with intake, testing, assessment, and referral to training programs as well as case management and job placement assistance. Local schools,

colleges, and CBO's provide training to JTPA clients under contract to the PIC. Del Mar College, a local vocational and community college, is a major contractor. The PIC also contracts special projects on dropout prevention and literacy to local school districts using 8 percent funds allocated under Section 123 of JTPA.

The PIC's success is largely due to its ability to coordinate with and involve all segments of the community in its job training efforts. The PIC also enjoys a very involved and committed Board and a succession of well-connected chairs who have worked hard to obtain the involvement and support of the business community. Other factors in its success include a dedicated and hard-working staff, strong commitment and leadership from the executive director, and a willingness to try innovative approaches to program services.

ENTERED EMPLOYMENT RATES
CORPUS CHRISTI PY87



Category	Performance Standard	Actual Result	Variance
Adult Average Wage upon Entered Employment	$4.40	$4.75	8%
Adult Average Cost per Entered Employment	$6,317	$3,616	43%
Youth Positive Termination	70.5%	91.5%	30%
Youth Cost per Positive Termination	$5,949	$3,640	39%

CONTRA COSTA COUNTY PRIVATE INDUSTRY COUNCIL

Concord, California
Arthur C. Miner, Executive Director
Tim Thomason, Chair

Contra Costa County is a diverse urban/suburban/rural area in northern California, just east of the San Francisco Bay area. The service delivery area (SDA) includes the entire county except the city of Richmond (in the northwestern corner) and has a population of more than 700,000. The SDA enjoys a strong economy, with an unemployment rate of 4 percent and per capita income just under $18,000. The SDA is heterogeneous, however, and unemployment and wages vary considerably within the county.

The county has four distinct regions that affect the local economy. The western area is an urban, blue-collar region with a large black population. This area has been dependent on manufacturing industries for employment and, consequently, is losing jobs as the county—along with the rest of the Nation—moves toward the service industries. In contrast, the central part of the county is growing rapidly, with a high concentration of banking, insurance, and computer industries. This area is affluent and predominantly white and has very low unemployment. The far eastern region of the county presents a third set of conditions, as it is rural, with a majority Hispanic population. The cities of Pittsburg and Antioch in the northeastern area of the county are also distinct, as they are blue-collar towns with high unemployment. It is within this highly varied set of social and economic conditions that the Private Industry Council (PIC) must organize its employment and training activities.

The PIC was established in 1978 under the Comprehensive Employment and Training Act (CETA) Title VII, the Private Sector Initiative Program, by the county. Prior to this time, the county coordinated its employment and training activities through the CETA Manpower Advisory Committee and other program-specific committees. The PIC consolidated these diverse groups into a single entity responsible for all job training programs. The original PIC chair believed strongly in the involvement of the private sector and the ability of the PIC to operate independently. Consequently, he established the PIC with a 60 percent business majority and developed a partnership with the county supervisors whereby the PIC had total policymaking power and the ability to select its contractors.

When the Job Training Partnership Act (JTPA) was implemented in the county in 1983 the PIC was already established in compliance with the Act and had a successful working partnership with elected officials. This enabled a smooth transition from CETA that allowed the PIC to continue its job training programs with little disruption to employment or training policy and providers. The county remains the grant recipient, and PIC staff members are county employees. By written agreement, the PIC continues to have full authority to set policy and select contractors. The county has fiscal responsibility but cannot make its own decisions regarding employment policy or training or disapprove PIC actions except for fiscal reasons.

PIC STRUCTURE

The PIC consists of 20 members, 60 percent of whom represent the business community. Members are appointed to 2-year terms, and appointments are staggered so that half of the Board is reappointed annually. Members may remain on the PIC for three terms and are normally reappointed

automatically provided their attendance is acceptable. The local Chamber of Commerce advises the Board on appointments of new business members to the PIC. Potential nominees must submit an application to the Chamber, which then screens them before submitting a list to the PIC. PIC staff then review the nominees to ensure compliance with JTPA regulations and to maintain a balance by race, sex, and county geographic representation.

New public-sector members are nominated by their agency, or individuals may nominate themselves. All nominees must have a letter of endorsement from a community group or agency to demonstrate they represent a bona fide constituency. All nominees must either reside in the county or be employed by a firm or agency that does business in the county.

PIC staff provides a brief orientation to new Council members that describes PIC operations, JTPA, and members' responsibilities. New members also receive an orientation packet with written materials describing the PIC. In addition, staff provides an orientation to council members on the responsibilities of the PIC committee to which the members are assigned.

The private-sector members represent a wide range of area businesses, including major banks, a utility company, the telephone company, a major oil company, and several small businesses. Members are predominantly presidents, vice presidents, or owners of their companies, although four members are in human resources divisions and two others manage training within their businesses. The public-sector members' positions range from office manager and district administrator to superintendent of schools.

The PIC meets on the third Monday of each month, except in August. Meetings last 90 minutes, and all members must attend or have an excused absence. Members may be removed from the PIC if they miss more than half of the meetings. Attendance is not a problem, however, due partly to the regularly scheduled meeting times.

The PIC has five committees that oversee operations. The Proposal Review Committee makes contract decisions, the Oversight Committee monitors PIC programs, the Planning Committee prepares the annual plan, and the Marketing and Economic Development Committee coordinates the PIC's marketing efforts. The PIC Executive Committee—composed of the chairs of all committees and the PIC chair, the vice chair and one member at large (normally a labor representative)—is responsible for general oversight, personnel, and administrative divisions. The PIC chair appoints all committee chairs and makes all committee member assignments. All PIC members must belong to a committee. Committees meet 8 to 11 times a year depending on their workload.

The PIC staff stated that the Council is not dominated by any sector and that no one group is particularly influential. Staff reported that members from both public and private sectors were generally involved, and leadership on individual issues was dependent on the area of expertise needed. For example, the Council would look to the school representatives for leadership on an educational matter.

POLICY AND PROGRAM PLANNING

PIC Mission and Goals

The PIC has never developed a formal mission statement, but its bylaws outline goals and purposes to guide staff and Board members in the program planning process. These purposes include:

- Increasing the involvement of the business community in employment and training activities;
- Serving as an "intermediary to assist the local employment and training structures to become more responsive to the business community";

- Developing employment plans for the area; and

- Promoting and soliciting programs and "economic development activities having employment potential to benefit the residents within the SDA."

The PIC places a high priority on involving the private sector and maintaining a successful partnership with the county Board of Supervisors.

The PIC develops an annual program plan that outlines goals and parameters for each job training program. Staff members begin work on the plan in the middle of the program year by preparing a memo that summarizes the overall objectives for the upcoming year. The memo describes each of the PIC's training activities in terms of its ability to provide quality training; to place clients in permanent, unsubsidized jobs for which they were trained; and to assist employers in meeting their labor force needs. Youth programs are also assessed on their ability to attain participants' employment competencies, to enhance participants' employment potential, and to assist participants in entering another employment training program where appropriate. The memo reflects the PIC's overall goals and any legislative or regulatory requirements imposed by the State.

The memo is presented to the Planning Committee; members provide input, question staff if clarification is needed, and approve the plan. The staff member responsible for planning then develops the complete annual plan and submits it to the Executive Committee for further review and input from Council members. Upon approval, the plan is reviewed and approved by the full PIC before being sent to the county Board of Supervisors. This process allows PIC members considerable opportunity to provide input and oversight of annual program goals. Staff noted, however, that PIC members do not normally alter the plan after it has been prepared.

Staff and PIC members monitor program performance closely through the Oversight Committee. The staff prepares monthly reports for the committee that track enrollment, placement, and other performance standards for each contractor. In addition, contractors provide periodic presentations about their training programs at Oversight Committee meetings. Each contractor is reviewed onsite twice annually by a PIC staff member using a monitoring instrument developed by the PIC. The staff also performs a quarterly eligibility assessment of each contractor. Oversight Committee reports are presented at the PIC meeting to allow input from the full PIC.

Policies Regarding Service Populations and Vendors

The diverse nature of the SDA poses special problems to the PIC in terms of service delivery. The PIC helps reach the JTPA-eligible population throughout the county and prevents underserving a particular area through a regionally based system of service delivery that works to overcome geographic boundaries. In each of the four distinct regions of the county the PIC funds a regional center that coordinates outreach, training, and placement for clients living in these areas. This system allows the regional centers to provide the services most appropriate to local residents.

The PIC also has a commitment to reaching hard-to-serve populations using 6 percent set-aside funds. With these incentive funds the PIC supports special training programs that are not subject to performance standards. The innovative use of these funds has allowed the PIC to be experimental and flexible in its service delivery. Contractors can provide longer training or address the needs of a hard-to-employ population. The PIC issues Requests for Proposals (RFP's) annually for 6 percent projects and in recent years has funded special projects serving minorities and women. Current programs operating with these funds include training for

displaced homemakers, veterans, high school dropouts, and teen mothers.

The PIC focuses on the training needs of women in the community, in part because of the county's Advisory Committee on the Employment and Economic Status of Women. The county Board of Supervisors established this committee in the late 1970's to provide input on the economic needs of women. The PIC co-funds the committee with economic generating activity service funds and has followed its advice in developing several programs to serve women facing barriers to employment, such as a program for displaced homemakers. The committee has also served as a mechanism for coordinating with other similar groups in the area.

Except for the 6 percent projects, the PIC employs performance-based contracting awarded through an RFP process. Contracts are awarded for 2 years, with the second year funded if the contractor meets performance standards and goals for the first year and submits a satisfactory second-year prospectus.

The PIC has developed several programs to serve women facing barriers to employment, including a program for displaced homemakers.

The PIC strongly emphasizes performance; contractors that are not performing are not re-funded. The PIC has no other policies for targeting contractors and currently holds contracts with the school system, community-based organizations (CBO's), a city government, and for-profit training institutions.

One PIC member expressed the fear that an overemphasis on performance standards could stagnate the contracting process. When a contractor is doing well and meeting the standards, the tendency is to re-fund this contractor and discourage others from applying for funds. This can result in the PIC becoming locked into the same contractors, potentially inhibiting change and innovation, according to this PIC member. The process ensures good performance among contractors but "keeps others out that are also good. Sometimes it might be healthy to let others in. [The PIC] need[s] to allow more latitude" for other contracting opportunities, according to this PIC member.

COORDINATION AND COMMUNITY RELATIONSHIPS

Coordination With Other Agencies

The PIC coordinates activities with several agencies and makes efforts to promote coordination whenever there is mutual benefit for the involved agencies. PIC members play an important role in both promoting coordination efforts and assisting in bringing them about. Private-sector members are concerned about providing service efficiently and in the most cost-effective manner. They see coordination as a means to accomplish this by reducing duplication. Public-sector members often aid coordination by working among themselves to facilitate these efforts. The executive director noted that when promoting coordination, the PIC's goal is to prevent its clients from getting the same services from different agencies.

The PIC has no committees established specifically for coordination. However, the Advisory Committee on the Employment and Economic Status of Women has served a coordinating function for activities related to women workers. The committee has developed agendas and held conferences on the feminization of poverty; women, work, and family; child care in the workplace; and workforce trends affecting women. The committee also helped to establish a displaced homemaker project and co-sponsored conferences for women and minority-owned businesses. Coordination activities for other populations and with other agencies, however, have been on a case-by-case basis through ad hoc committees formed by the PIC, the State, or other agencies.

The PIC has no specific funds for coordination, and the staff cited this as a

significant problem in promoting such efforts. Money from the administrative budget, which is limited by JTPA's 15 percent cap requirement, must finance coordination. The executive director stated that the PIC would like to be more involved in coordination if the budget permitted it.

The PIC coordinates with the Employment Service through an interagency cooperative agreement. Under this agreement the Employment Service refers appropriate clients to the PIC for assessment and placement. For dislocated workers, the two agencies jointly visit plants that are soon to be closed to inform workers about job training and placement possibilities. The Employment Service also assists the PIC in its summer jobs program.

. . . when promoting coordination, the PIC's goal is to prevent its clients from getting the same services from different agencies.

The PIC is working toward improving coordination with the State Social Services Department through the Greater Avenues for Independence (GAIN) program. GAIN is a State program, resulting from the Federal JOBS Act, to provide employment and training to Aid to Families with Dependent Children (AFDC) recipients through the Social Services Department. JTPA-eligible GAIN clients are referred to the PIC; the two agencies are developing a plan to facilitate this referral. Currently the GAIN program first assesses participants and refers those with severe learning deficiencies to the PIC for remedial training. A PIC contractor tests clients, assigns them a counselor, and enrolls them in the training program. Upon completion of the program the client is referred back to GAIN.

The PIC works with a local economic development agency to promote new and expanding businesses and place JTPA trainees in new jobs resulting from these activities. Businesses receiving loans from the County Community Development and Block Grant Program must first notify the PIC of new jobs, and the PIC has the right of first referral. New employers are encouraged to meet with PIC staff to facilitate this process. Businesses receiving loans from this program must provide one job for a low-income county resident for every $2,500 borrowed. The businesses may easily fill these slots through the PIC. PIC coordination with local economic development agencies is facilitated through the PIC member from this sector.

Coordination With Schools

The PIC considers itself a consumer of the educational system's products and relies on local schools as a training resource. The County Office of Education is a major PIC contractor and formerly served as one of the PIC's regional centers. Currently, it operates programs for teen parents and in-school youth and is involved with the JTPA-subsidized summer jobs programs. The county school system also operates a program for dropouts under a 6 percent contract, as has a city school district in the area.

The PIC has further interaction with the school system through cooperative agreements developed by the regional centers with 24 schools. These agreements allow for individual referral of JTPA students to the schools. The regional centers also maintain referral agreements with vocational education schools in the county. The PIC also established a consortium of all secondary school districts in the county to provide job services to students with educational, physical, or learning disabilities.

Benefits to Groups

Public-sector PIC members and contractors agreed there were several benefits to working with the PIC. The benefit cited most frequently was that the PIC has provided them with the means to reach and better serve their constituency through job training. Another advantage is that the PIC has provided their agencies with more

exposure within the community and has allowed them to learn of possible interactions with other agencies and businesses for mutual benefit. This interaction has reduced misunderstanding and provided opportunities for joint projects that can improve service delivery.

Contractors identified the PIC's technical assistance as another benefit. The PIC requires contractors to meet goals regarding the target population, placement levels, wages, and cost. This practice has improved contractors' operations and resulted in better-run job training programs.

Barriers to Coordination

The executive director and other staff noted that coordination is time consuming and costly. They feel the PIC's coordination efforts are constrained due to a shortage of both of these resources and believe they could do more with sufficient funds. Beyond these problems, staff and board members cited turf issues and conflicting eligibility requirements among categorical programs as hindrances to coordination. Several respondents mentioned problems working with the GAIN program, which requires coordination with the State Social Service Department. Disputes have erupted over problems related to budget, administration, and program planning, largely due to turf issues. The executive director also described past attempts at coordination with an Area Agency on Aging for a training program for older workers. Conflicting eligibility problems ultimately made the program unworkable, although both the PIC and the agency wanted the joint program.

The staff identified the JTPA performance standards as a barrier to coordinating with the schools. Schools place priority on long-term training and are not necessarily focused on job placement. JTPA's emphasis on shorter training and quick-turnaround job placement is sometimes incompatible with the goals of many schools, hindering coordination efforts, according to staff.

CHAIR AND MEMBER LEADERSHIP

Chair Leadership

The PIC members elect their chair and vice chair to a 1-year term. The PIC by-laws limit incumbency to two terms. The vice chair has customarily become the next chair. A Nominating Committee formally nominates the chair and vice chair; the election is held in December so that new PIC members have an opportunity to get to know the nominees and PIC operations. The PIC has had a succession of hard-working, influential chairs that are well known in the community. A recent chair, Barbara Shaw, received a Department of Labor Presidential Award for Outstanding Private Sector Volunteer for 1987.

The current chair is Tim Thomason, president of the Alvarado Bank. Mr. Thomason has a long-standing interest in employment and training issues and community service. He had worked in personnel for several banks during his 26-year career in banking, including developing trainee programs and a tenure on the Equal Employment Opportunity Commission committee of a major California bank. Mr. Thomason believes this experience, along with his enthusiasm and interest in working on the PIC, were the major reasons he was elected chair. Mr. Thomason has been on the PIC since 1984 and was completing his second term as chair at the time of the interview.

Mr. Thomason identified three major roles for a PIC chair, the most important being to "hold it all together" and ensure that the PIC is performing and fulfilling its purpose. This task includes ensuring contractors are performing, maintaining a good relationship with the county supervisors, communicating the PIC's interest to the county and State, ensuring that the staff is performing well, and informing the supervisors and contractors about PIC policy and operational decisions.

A second role of the chair, according to Mr. Thomason, is to ensure that the PIC is

serving the most needy and that there are no service gaps. In his view, the four separate areas of the county require different service delivery strategies, and the PIC must monitor activities closely to prevent underserving populations. The PIC chair must provide the oversight and direction needed to make the system work.

A third role of the chair is to appoint effective committee chairs. Because the PIC committees do much of the PIC's substantive work, it is essential that the committee chairs be knowledgeable and committed, according to Mr. Thomason. The PIC chair must ensure that the committees are run and staffed by the most appropriate Council members.

"People that are committed is the key" to a successful PIC, . . .

Mr. Thomason believes his administration and communication skills are the biggest assets he brings to the PIC. His experience in personnel and as a bank manager have provided him with the ability to organize operations, communicate with people, put good people in charge, and allow the PIC to run smoothly. He devotes an average of 20 hours per month to PIC activities that include preparing for meetings, attending committee and board meetings, writing correspondence, and conducting a small amount of speaking and public relations work.

Mr. Thomason believes that there are two important tasks for the PIC in the near future. First, proposal review procedures need to be improved by developing more objective evaluation criteria and allowing for more continuity. Second, coordination efforts should be expanded to avoid duplication. He attributed the PIC's success to its hard-working, committed staff and the Council members, whom he characterized as "concerned, knowledgeable decisionmakers. Just about everyone gets involved." He also acknowledged the efforts of past chairs, particularly Barbara Shaw, and a good relationship with the board of supervisors. "People that are committed is the key" to a successful PIC, he noted.

Board Members

The PIC membership has been stable since JTPA's implementation and has about 50 percent of its original members. Business members are predominantly from small businesses, although major corporations such as Shell Oil, Pacific Gas and Electric Company, Bank of America, and Pacific Bell are also involved. Some Council members expressed a desire to increase the representation of big businesses. Public-sector membership conforms to JTPA requirements and includes two education representatives, two organized labor representatives, and one representative each of the Employment Service and the Department of Rehabilitation.

CSR interviewed five Council members in addition to the chair. These members are high ranking in their profession, ranging from company presidents and owners to a community relations manager to the superintendent of schools. All members have been in their professions for many years. Three of the five are original PIC members; the remaining members have been on the Council for 3 or more years. All five have a long-standing interest in employment and training, personnel, and community relations issues.

Four of the Council members spent considerable time on PIC activities, ranging from 8 to more than 20 hours per month, while the other member devoted about 4 hours per month. This time was spent preparing for and attending committee and Board meetings; performing public relations and "networking" tasks; and assisting in program development, coordination, and oversight. Time commitments depended largely on committee membership, with the Oversight and Proposal Review Committees being the most time consuming. Council members cited no barriers to participating or attending meetings and felt the regular

schedule for committee and full Council meetings facilitated attendance.

Council members had a wide range of perceptions about their role as a PIC member. Two members believed their job was to promote employment in the community, especially by expanding the opportunities for minorities and disadvantaged populations. They considered their major responsibility to be to ensure that JTPA clients received the best services possible. Other Council members asserted their biggest roles were to ensure that the PIC utilized existing resources in the community where possible to avoid duplication and to provide fiscal oversight and management to PIC operations to ensure cost-effectiveness.

Council members also had a wide range of opinions on the benefits of serving on the PIC. These benefits included opportunities for networking and learning about local business activities, performing a public service to the community, and providing a training-based employee resource to the business community. The Council member representing the county Board of Education cited an additional benefit of providing the school system with the opportunity to become involved in the community and exposing it to the business world.

PIC STAFF

The PIC staff has been reduced in recent years due to budget cuts and is now composed of 13 members. Staff members are county employees who are responsible to the county Board of Supervisors and the PIC Board. The PIC staff stated there has been little or no conflict for them in fulfilling this dual role, as there is rarely disagreement between the PIC and county, given that they have agreed in advance on who has final say for the different responsibilities. The staff is organized around three divisions under the executive director: Planning and Operations, Administration and Marketing, and the Business Resource Center (BRC). Each division has its own chief or director.

The senior staff has extensive experience in employment and training and has worked for the county for 10 to 20 years. The executive director is an employment and training professional who served as an administrator for the old county Department of Manpower Programs and before that as a personnel analyst in the county Civil Service Department. He has been executive director since shortly after the implementation of JTPA. The planning and operations chief began as a CETA planning aide in 1975 and later was promoted to his current position. The administration/marketing chief has a long career spanning more than 20 years in employment and training and was a Work Incentive (WIN) program coordinator before being assigned to the PIC under CETA.

The BRC director has a long history of community development experience. She was a Peace Corps volunteer and a program coordinator for the county Office of Economic Opportunity.

The staff enjoys considerable autonomy and is responsible for all PIC operations. The Council sets overall policy and direction, but the staff oversees operational details. Senior staff are assigned to each of the PIC's committees and attend committee meetings, which are the primary mechanism for staff-Council interaction. The staff prepares appropriate agendas and provides objective information to Council members. The staff also explain programming options, but it is the Council's responsibility to make decisions and provide policy guidance. "We try to be objective and give the pros and cons. We don't take sides but just present the facts to the Council," noted one branch chief. Decisions and disagreements are discussed openly at Council and committee meetings. The staff also prepares a monthly report of operations, including performance standards for each regional center and a summary of committee activities that is reviewed at each full Council meeting.

The staff cited their work during the transition to JTPA, the BRC, and the PIC's marketing program as significant accomplishments over the past several years.

During the transition, the staff prevented potential problems with contractors by working with them to adjust to performance standards and performance-based contracting.

The BRC is operated by PIC staff to assist business owners in expanding or starting a new company. The BRC has publications and workshops on financing, promotion, management, employment and training, and other topics. The center is designed to help identify and clarify business needs and to address them by providing information and referral as well as management consultation.

The BRC is an economic development activity of the PIC and has allowed the PIC to get involved with new businesses for on-the-job training (OJT) and other placement of JTPA trainees. The BRC is very involved in the PIC's marketing efforts, a major staff activity. The PIC devotes considerable attention to marketing; these efforts are described more fully under *PIC Program Performance*.

RELATIONSHIP WITH CHIEF ELECTED OFFICIAL

Contra Costa County does not have an elected county executive or other single chief elected official. The county is governed by a five-member Board of Supervisors, the chair of which rotates annually. While the county is the grant recipient and provides fiscal and administrative oversight, the PIC is responsible for all policy and operations.

The county established the PIC under CETA in 1978 by consolidating several employment and training committees related to categorical programs. With the implementation of JTPA, an agreement was developed with the PIC to allow it full control over policy and operations, while the county maintained fiscal and administrative oversight. This agreement continued through the implementation of JTPA. The current chair of the Board of Supervisors characterized the relationship between the PIC and the county as always having been "very positive.... We worked closely to set up the system beforehand. This is the reason it works well." He stated that the county and PIC have never had a disagreement. "Everything is running fine, so we just let it run. We don't get very involved. We let the PIC do it all," he observed.

The PIC executive director also stated that the relationship is highly positive and that the supervisors do not interject politics into PIC policy and operations. He believes that the lack of an elected county executive has helped prevent conflicts and political issues from arising. Council members also agreed that the relationship with the county is very positive, although several expressed concern that a change in the political climate or PIC composition might upset the relationship. If a real problem arose, the PIC would consider independent incorporation, according to these members. However, there is no indication that the current harmonious relationship will change.

The chair of the Board of Supervisors noted that the PIC budget represents a very small percentage of the county's overall budget. There was also little past involvement of the county under other employment and training programs such as CETA. Consequently, as long as there are no operational difficulties under JTPA, the county is likely to maintain its hands-off approach to the PIC, according to the chair of the Board of Supervisors. The supervisors' primary interest currently is in economic development, particularly for the east county area. As a result, the supervisors are strongly supportive of the PIC's marketing efforts, the BRC, and coordination activities with local economic development agencies.

PIC PROGRAM PERFORMANCE

PIC Services

The PIC contracts for all of its employment and training services and operates no programs directly. The service

delivery system is organized around four regional centers, one in each of the county's distinct geographical areas. The four centers are responsible for all recruitment, assessment, testing, training, and job placement for the JTPA-eligible population residing in their region. The PIC also contracts for a single Worker Assistance Center (WAC) to serve the dislocated worker population of the county. The regional centers and WAC also provide job search workshops, refer clients to other training programs when necessary, and provide OJT slots.

The PIC serves youth both in and out of school through the Neighborhood Youth Corps (NYC) programs operated under contract to the County Office of Education. NYC includes the summer jobs program and a work experience program for youth aged 16 to 21.

The PIC also performs Unit Sized Training for large employers that want to train and hire a group of five or more clients or when a training agency has employer hiring commitments and is proposing to hire a group of people. The PIC performs this service directly for employers through OJT and/or classroom training.

Important Training Contractors

CSR staff interviewed representatives from three of the PIC's important contractors, Worldwide Educational Services, Inc., the County Office of Education, and the United Council of Spanish-Speaking Organizations (UCSSO). The PIC's largest single contractor is Worldwide Educational Services, which operates a regional center, the WAC, and a 6 percent program; and serves more than 500 JTPA clients annually. In Program Year 1989, Worldwide assumed operation of a second regional center.

Worldwide is a private, for-profit training center that provides vocational and job search training. The firm has contracted with the county since 1976 through the CETA program. Worldwide provides a full range of services that include outreach, orientation, eligibility determination, assessment, testing, referral, classroom and job search training, and placement. Classroom training programs typically last 4 to 5 months, and courses are offered in electronics, clerical, and computer-related occupations. Worldwide also has OJT slots in construction, health care, electronics, word processing, and the clerical field. The firm has its own job developers to assist in placing clients and assigns each client a case manager who tracks the client's progress from intake through placement.

The PIC has a long-standing relationship with the County Office of Education through the NYC program. This program consists of three components: the JTPA subsidized Summer Youth Program, the Try-Out Employment Program for Youth (TEPY), and a teen parent program.

The Summer Youth Program provides summer jobs for over 900 youth both in and out of school. Nine of the county's high schools provide referrals; out-of-school youth are recruited through advertisement.

TEPY, a work-experience training program in the private sector for youth aged 16 to 21, is for in-school high school students working toward their high school diploma. School counselors refer students to this program, which provides students with approximately 180 hours of paid employment while they are in school. The employer is expected to retain the student in a permanent job after the training hours are successfully completed. Occupations included under the program are sales, welding, cashier, and food service. The teen parent program is funded through a 6 percent contract and is described in the discussion of innovative programs.

UCSSO is a CBO that operates the PIC's Far East County Regional Center. UCSSO serves about 60 clients annually through this regional center, 40 percent of whom are Hispanic. The regional center provides intake, testing, assessment, and referral to classroom training. It also has a small number of OJT slots to place clients and provides a job search workshop. Classroom training typically lasts 3 months to 1 year and is offered in a wide variety of occupations including trucking, medical, and

computer-related fields. UCSSO provides individual counseling and tracks JTPA clients through job placement. UCSSO has had job training contracts with the PIC since the CETA program.

Innovative Programs

The PIC uses its 6 percent incentive and some 8 percent set-aside monies to fund innovative programs to serve disadvantaged or hard-to-serve populations. Programs funded with these resources are not subject to performance standards. The PIC issues annual RFP's for these contracts, which usually serve less than 100 clients and last for 1 year, although funding may be renewed.

The teen parent program helps clients deal with the difficulties of raising a child and provides job training or high school re-enrollment.

Two current contracts include the NYC's teen parent program and a remedial program for GAIN participants. The teen parent program, operated by the Office of Education, annually serves about 50 in- or out-of-school women aged 16 or older. Most are receiving AFDC and are recruited through the Social Services Department, school counselors, or word-of-mouth. The goal of the program is to help clients deal with the difficulties of raising a young child and to provide job training or re-enrollment into high school. The program does not provide job placement. Clients are assessed, tested, and, if necessary, referred to a training program and appropriate services. The program has helped more than 100 young women in its 3 years of operation.

Worldwide Education Services operates a remedial education program for GAIN participants using 8 percent set-aside funds. GAIN is a separate employment program required by the Social Services Department for adult welfare recipients. Participants in the program must pass a standardized State skills test for admission. Those failing the test in the county are referred to Worldwide's remedial program for training. The program includes individual instruction in reading and math for up to 6 months, as well as training in job search skills. Upon completion, participants must return to the GAIN program, continue their education, or be placed in employment. The program annually serves more than 50 participants aged 22 to 44, most of whom are high school dropouts and about one-third of whom are from minority groups.

Marketing Efforts

The PIC has an extensive marketing program targeted at local employers as a source of jobs for JTPA graduates. To reach potential employers, the PIC uses what the marketing director characterized as a three-tiered approach. On the first level, the PIC markets itself institutionally. Council members, the executive director, the BRC director, and the marketing director network or give speeches to local business clubs and Chamber of Commerce functions to promote the PIC generally. The PIC also runs a weekly advertisement in a local business paper.

"Common" marketing is the PIC's term for its second-level approach. These efforts focus on the four regional centers and are oriented to the area where each center is located. The PIC develops brochures for each regional center and does some canvassing and presentations to local employers. Regional center contractors must also use the PIC name and letterhead and publicly identify the center building as a PIC office to avoid confusing local employers. The regional centers are also required to perform their own marketing.

The third tier of the marketing program is customized marketing. On behalf of individual contractors the PIC conducts such efforts as developing brochures and posters. For example, the PIC recently prepared brochures in Spanish for a regional center. Customized marketing is done by request

from a contractor or for contractors that have insufficient funds for marketing.

The PIC's BRC is also a marketing effort. Through this center the PIC is able to identify new and expanding businesses that it can inform about the availability of JTPA clients. The PIC has obtained placements and OJT slots through the BRC. The PIC also prepares a bimonthly newsletter that is distributed to more than 7,000 area businesses. The newsletter always features articles about an area business person, a PIC member, a success story from a PIC contractor, and better ways to manage a small business.

The PIC also conducts joint marketing with other area PIC's through the recently formed Bay Area Marketing program. This informal group consists of the marketing directors of the eight PIC's in the San Francisco Bay area. Since all off these PIC's work with the same group of core employers in the area, this joint effort reaches these employers more efficiently. The PIC's have recently prepared a brochure that was distributed throughout the Bay area and a videotape describing the Older Worker Program.

Evaluation and Performance Standards

The PIC monitors the performance of all contractors monthly through the Oversight Committee. The staff prepares a monthly report for all contractors, which is submitted to the committee and the full Council. In addition, the staff visits each contractor onsite twice annually, and Oversight Committee members make periodic visits to selected contractors.

The PIC has consistently exceeded its performance standards; from July 1988 through April 1989 it exceeded all standards, as shown in the following exhibit. The entered employment rate was 79.9 percent, with an average wage at placement of $6.87 and cost per entered employment of $3,527. One Council member cited the generally healthy economic conditions in the county as facilitating placement of JTPA graduates.

Contractors and PIC members did not feel that the performance standards inhibited the PIC's efforts to meet the needs of difficult-to-serve populations. This was largely due to the PIC's use of its 6 percent incentive funds to establish special programs for groups that were not subject to performance standards. However, one regional center director noted that the center cannot serve the most needy populations since they require long-term training and supportive services such as day care, neither of which are well supported by JTPA.

SUMMARY AND ASSESSMENT

The Contra Costa County PIC directs JTPA employment and training activity for the Contra Costa SDA located in the San Francisco Bay area. The council meets monthly and is composed of 20 members and a staff of 13. Members may serve up to three 2-year terms and must sit on at least one of the PIC's five standing committees. The county is the grant recipient and staff members are county employees. By agreement, the county has fiscal and administrative responsibility for the PIC, but the PIC has complete control over policy and operations.

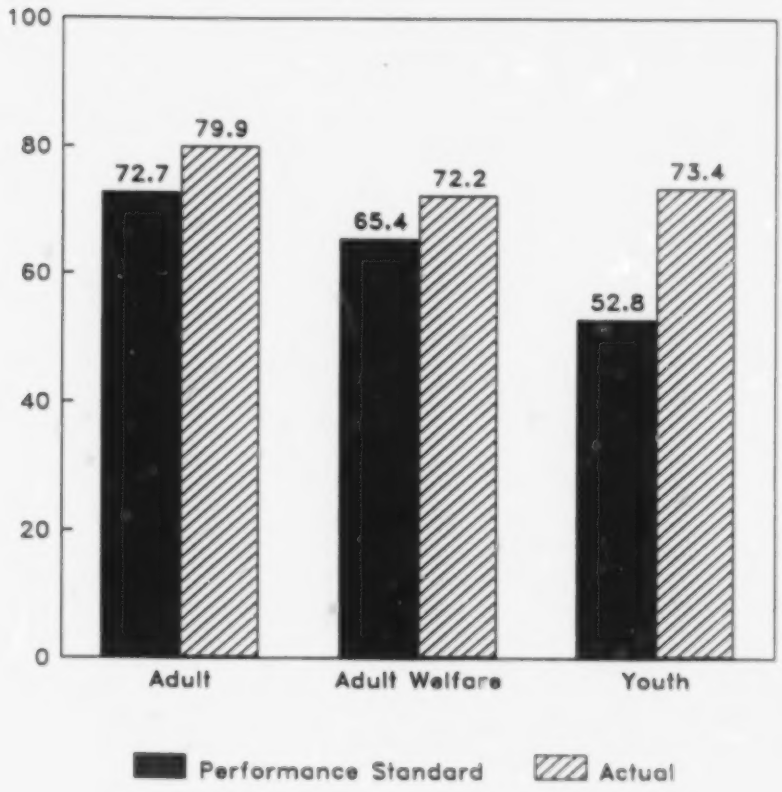
The PIC organizes its service delivery around regional centers located in distinct geographical areas in the county. The centers are operated under contract and provide all recruitment, assessment, testing, training, and job placement for the JTPA population residing in their service area. The PIC also contracts with the County Office of Education for programs serving in-school and out-of-school youth.

The PIC uses its 6 percent incentive funds to develop programs to meet the needs of the disadvantaged and hard-to-serve populations. The PIC issues special RFP's annually to promote service to these populations and to encourage innovative approaches to service delivery. Programs funded with these monies are not subject to performance standards and have served teen

parents, displaced homemakers, and other groups with low skills or significant barriers to employment.

Factors that appear to be related to the PIC's success include a high level of involvement of the business community and the motivation and commitment of PIC members, especially several past chairs who devoted considerable time to the PIC. The PIC has also succeeded in maintaining an objective, nonpolitical stance and is able to keep political considerations out of policymaking and operations. Other factors related to the PIC's success are its highly competent contractors and a very experienced and motivated staff.

ENTERED EMPLOYMENT RATES
CONTRA COSTA
July 1, 1988 to April 30, 1989



Category	Performance Standard	Actual Result	Variance
Adult Average Wage upon Entered Employment	$5.51	$6.87	11.6%
Adult Average Cost per Entered Employment	$4,775	$3,527	26%
Youth Positive Termination	76.2%	77.7%	2%
Youth Cost per Positive Termination	$5,444	$3,671	33%

PHILADELPHIA PRIVATE INDUSTRY COUNCIL, INC.

Philadelphia, Pennsylvania
David W. Lacey, President and CEO
Frances Carlson, Chair

Philadelphia is the fifth largest city in the Nation, with a population exceeding 1.6 million. The city's employment picture has improved considerably since the early 1980's. The unemployment rate now stands at 4.1 percent, and the per capita income is $11,272.

Philadelphia is a city composed of ethnic neighborhoods. Although the city has experienced strong economic growth in recent years, some neighborhoods with large minority populations remain highly impoverished. Many workers are afraid to cross neighborhoods to go to work or do not wish to work outside of their neighborhoods. The lack of adequate transportation is also a problem. In addition to these problem areas, the number of jobs is not increasing in the inner city areas plagued by the highest unemployment rate, such as north Philadelphia. Rather, these increases have occurred in the northeastern section of the city.

Philadelphia is also a city of small businesses, with 85 percent having fewer than 20 employees and more than half having four or fewer employees. Health care, finance, insurance, business services, and education are the largest employers, accounting for more than 40 percent of the jobs in the city.

The Private Industry Council (PIC), a public/private nonprofit corporation, oversees the city's employment and training activities. The PIC must develop and operate job training programs within the unique context of this large urban environment.

The city had a PIC, incorporated in 1979, under the Comprehensive Employment and Training Act (CETA); however, this PIC did not have authority over employment and training activities. At that time, the City Office of Employment and Training directed job training for the city. With the enactment of the Job Training Partnership Act (JTPA), the city maintained administrative control and directly funded the PIC, yet there was widespread dissatisfaction with this arrangement. The then-chair of the PIC believed that it was not meeting its legislative requirements. In addition, the city did not have a good reputation among many employers, and its performance standards were low.

The city commissioned a management study in early 1984 to review PIC operations and make recommendations. The major conclusions of this study were that staffs of the PIC and city should merge and that the PIC should be the grant recipient. In January 1985 these recommendations were implemented and the PIC hired its current president and chief executive officer.

PIC STRUCTURE

The PIC board is composed of 29 members, with a minimum of 51 percent representing the business community. Other members represent education, labor, community-based organizations (CBO's), economic development agencies, the Employment Service, the Department of Welfare, and the city. New Board members are recruited by the PIC president, staff, and Nominating Committee, who consult the Chamber of Commerce and community organizations for potential nominees. The staff screens all candidates to determine their interest in the PIC and discuss PIC member responsibilities. The mayor receives a list of nominees and formally appoints the new Board members.

Board members may remain on the PIC for up to two consecutive 3-year terms. They must then be off the Board for 3 years before they are eligible for another term. New Board members receive a copy of the PIC

bylaws and a handbook describing the PIC and its programs and functions. The staff provides an informal orientation to new members to explain their responsibilities.

The PIC meets monthly, and all members are expected to attend. Although there are no formal rules governing attendance, if members miss meetings consistently over a 6-month period, their dismissal may be discussed with the chair. However, attendance is generally not a problem.

The PIC has five standing committees that are responsible for performing Board functions. The Executive Committee is responsible for Board administration, personnel decisions, and policy. The Nominating Committee works with the PIC chair to recruit and nominate new Board members. The Audit Committee is responsible for monitoring PIC finances and expenditures, while the Compensation Committee decides pay and manpower requirements. The Program Evaluation Committee evaluates proposals and reviews all programs for quality. The committees meet twice annually, except for the Executive and Program Evaluation Committees, which meet quarterly and monthly, respectively.

The president and several other respondents believe that the business members are the most active and influential Board members and that the business community's involvement gives the PIC credibility and attracts potential employers. The business Board members also emphasize performance standards and program cost-effectiveness, thereby improving the PIC's overall performance. The CBO Board members are also influential, according to the PIC president, as they provide input to the Board concerning the needs of trainees.

POLICY AND PROGRAM PLANNING

PIC Mission and Goals

The PIC expended considerable effort in 1986 to develop a mission statement that captured the Board's consensus on the PIC's purpose. To develop the statement, the PIC hired a contractor who interviewed all staff and facilitated a Board/staff retreat. The mission statement defines the PIC as:

> ...a training-based bridge connecting Philadelphia's unemployed with Philadelphia area employers. PIC prepares unemployed Philadelphia residents for permanent, unsubsidized employment. This preparation is accomplished through training programs which may include some remedial education, work preparation, and occupational skills training and unemployment counseling and information.

The statement also defines the PIC as an advocate for public policies that support employment and training activities and job creation.

The PIC views itself as a business with two separate groups of "customers": employers who want good workers and employees who want quality job training and a job. The PIC's purpose is to serve as a bridge between these constituencies. To be effective, the PIC must be sensitive to the needs of both groups. This entails developing good job training programs that turn out reliable employees who are trained in jobs that match employers' needs.

The PIC also has a formal statement of its objectives and areas of emphasis designed to fulfill its overall mission. These include serving in-school and out-of-school youth, developing partnerships with Philadelphia schools, implementing the city's economic development plan as it relates to employment and training, and taking action to diversity its funding sources, including leveraging funds. The PIC also seeks to develop a network of performance-based employment programs and multichannel access to employment opportunities for the unemployed.

The mission statement and objectives affect PIC policies and programs in several ways. Since the PIC is considered a bridge

between employers and employees, it must balance the needs of both constituencies. The business community provides input directly through the PIC Board and indirectly through the PIC's marketing efforts. CBO's also provide input on workers' needs through the Board, as do individual contractors.

In addition, the PIC commissioned a study in 1986 on the needs of three groups of trainees who had been served by the PIC: youth, young mothers, and unemployed adult men. The investigators interviewed a sample of each group to obtain their perspective on their needs for job training and their expectations for and barriers to employment.

The PIC views itself as a business with two separate groups of "customers": employers who want good workers and employees who want quality job training and a job.

The PIC used this information in developing its job training programs. Study findings were published in a short book, *Does Job Training Work: The Client Speaks Out* (Westview Press, 1989).

In developing the biannual job training plan, the PIC adopts what the chair called a "policy-down" approach. The PIC Board sets the overall policy and goals, and the PIC staff translates these policies into workable programs with concrete goals. When developing the plan, the staff also obtains input from contractors and the PIC's referral centers (PRC's). These service providers inform the PIC about unserved, eligible populations; gaps in service; and other community needs. If staff members need assistance in a particular area, they consult the Board member with expertise in that area. Otherwise, the Board provides input only on the policy level and does not get involved in operational details.

The Board reviews the job training plan to ensure that it is consistent with PIC policies and State requirements. Senior staff members attend all PIC Board meetings to explain specific activities and answer questions from PIC members. The Board approves the plan when all concerns have been addressed.

The PIC staff monitors program performance through monthly meetings with PRC operators to discuss progress, problems, and related issues. In addition, the PIC assigns to each contractor a business development representative (BDR), who makes monthly onsite visits. Contractors must also report to the PIC monthly. The PIC president and other senior staff summarize this monitoring information in monthly reports to the PIC Board. Monitoring is more intensive when a contract is due for renewal or if there is doubt about the performance of individual programs.

The Program Evaluation Committee (PEC) is another mechanism by which the PIC obtains input and feedback from the community. The PEC is an impartial committee consisting of training and development professionals from the local business community and chaired by a PIC member. The committee chair selects the committee members. The purpose of the committee is to provide objective oversight of PIC programs and proposals to the PIC by individuals not tied to the PIC. The PEC is a mechanism to ensure that political concerns do not influence the PIC's decisions regarding program performance by contractors. The tasks of the PEC are to:

- Review proposals submitted for approval to determine whether they meet the legal and administrative requirements of the PIC.
- Determine whether proposals meet the general criteria for acceptance as set forth by the PEC and to recommend approval to the PIC Board.
- Make recommendations to PIC staff and potential contractors as to conditions necessary for PEC approval if a proposal is considered inadequate.

- Act as a resource to the PIC staff, particularly to provide an "outside" perspective on issues presented to the PEC.

- Recommend, at times, marginal proposals with the caution that they are high risk and must be monitored closely. High-risk cases are recommended only when it appears that a legitimate need exists, no other or few contractors are addressing the need, the PIC is mandated to serve the population exhibiting the need, the contractor seems to have the credentials to provide the needed service, and experimentation seems necessary.

Policies Regarding Service Populations and Vendors

There was a general consensus among PIC staff, Board members, and contractors that the JTPA service population in Philadelphia is composed of an increasingly higher percentage of hard-to-serve and less job-ready trainees. As the unemployment rate continues to fall, the remaining unemployed face greater barriers to employment than previous populations that the PIC has served. Consequently, the PIC is moving toward developing more intensive and longer-term job training activities to meet the needs of this population.

The PIC policy to address this need has been to target neighborhoods where high concentrations of the hard-to-serve population reside. These areas include North and West Philadelphia. For example, the PIC is involved in the North Philadelphia Employment Initiative, part of the city's North Philadelphia Plan designed to revitalize this neighborhood. The initiative provides training to 300 out-of-school youths who read below the seventh grade level. The West Philadelphia Improvement Corporation is another project with which the PIC is involved to serve the most needy populations and improve neighborhood conditions. In addition to these specific initiatives, the PIC has a policy to locate PRC's in the poorer areas of the city. The North and West Philadelphia Initiatives and PRC's are described in greater detail in the discussion of PIC programs.

The PIC has no specific policies for targeting contractors except in regard to performance. All contractors must meet their performance standards and program goals to be re-funded. Most of the PIC's major contractors are CBO's, but there are no PIC policies that give preference to CBO's as contractors. The main criterion in selecting contractors is whether the vendor can train and provide jobs according to PIC standards.

Several respondents cited two problems resulting from the PIC's Request for Proposal (RFP) approach to obtaining contractors. First, over the years the same group of contractors has tended to respond to the RFP's, preventing new vendors with potentially different ideas and contacts from being involved in PIC operations. Second, the RFP process was seen as reactive in nature, with too little room for creativity. Several respondents noted that the changing nature of the unemployed population in Philadelphia—including people with lower skills and drug problems—requires a more innovative, proactive approach to developing new programs and attracting new contractors. The PIC president agreed that the PIC needs a better mechanism to obtain input from potential clients on their needs and job training requirements.

. . . Philadelphia is composed of an increasingly higher percentage of hard-to-serve and less job-ready trainees.

COORDINATION AND COMMUNITY RELATIONSHIPS

Coordination With Other Agencies

Given the size of the Philadelphia area, the number of potential participants and programs, and the scarcity of available funds, coordination with other agencies is almost a necessity. The PIC views coordination as a means of providing better services and, ultimately, improving job placement and training. Whenever a new program is planned, the PIC involves all agency and funders that the staff believes can provide a contribution. The PIC assigns responsibility to outside organizations involved in coordination efforts according to the organizations' capabilities. For example, if the Employment Service were involved, it would be responsible for providing labor market information. Schools would be responsible for training services.

The PIC has no formal committees that are responsible specifically for coordination. The staff considers coordination with other agencies when planning new projects if it is believed that such coordination will improve services and job placement prospects for clients. In addition to the programs that the PIC initiates, outside agencies approach the PIC for assistance with coordination on their projects that involve job training or placement.

The PIC president and staff have extensive contacts with other agencies and funders throughout the city. PIC Board members may also be involved at the request of PIC staff if their personal or professional connections may aid in the coordination effort. Board members and the PIC president are on several other Boards that expose the PIC to opportunities for joint programs. The PIC has no specific funds for coordination activities and must rely on its administrative resources to finance these efforts. The staff sees this as a hindrance due to the 15 percent cap on the administrative budget required by JTPA.

One of the most significant coordination efforts that the PIC helped implement is the Single Point of Contact (SPOC) demonstration project. This project began in Philadelphia in 1988 in response to a State initiative from the Pennsylvania Department of Labor and Industry. The SPOC program involves the PIC, the Employment Service, and the Department of Welfare and, at the time of the site visit, was located in 4 of Philadelphia's 16 welfare offices. Aid to Families with Dependent Children (AFDC) clients are referred voluntarily to SPOC counselors, who are employed by the PIC, the Employment Service, or the Welfare Department. They provide counseling, assessment, and referral to job training programs. In addition, the SPOC program manages cases, tracks clients, and assists in placement. Both the Employment Service and the Welfare Department also refer other clients to the PIC for placement. One Welfare Department office serves as a PRC. The Employment Service also assists the PIC in its summer jobs program.

The PIC views coordination as a means of providing better services and, ultimately, improving job placement and training.

The PIC is also involved in several other coordination projects. The most notable ones include the aforementioned North Philadelphia Employment Initiative and West Philadelphia Improvement Corporation (WEPIC). For the North Philadelphia Initiative, the PIC manages a partnership with the Mayor's Commission on Literacy, local black and Hispanic community development agencies, CBO's, and Temple University and provides funding for this program. The PIC is a partner in WEPIC, along with the University of Pennsylvania, local high schools, labor unions, and local CBO's.

Coordination With Schools

The city's school system is an important training resource, and thus coordination with the schools is a priority for the PIC. For example, a major city vocational education school has been retained as a contractor to train adults in health-related fields. The school system also conducts special programs with PIC funding, such as the Education for Employment Center that operates in 8 high schools and currently serves about 150 high-risk dropout students. The students are given academic and job training designed to keep them in school, improve their academic performance, and prepare them for employment. The school district also runs a high school academy program that involves the PIC.

The Communities in Schools is another PIC-funded program that exemplifies the PIC's emphasis on improving community life and promoting family involvement. The program involves two schools that serve as community centers and remain open at nights and on weekends to offer recreation, health care, basic education, and job training courses for both adults and children. These special centers in the school provide students with work experience funded by the PIC.

. . . coordination with the schools is a priority for the PIC.

The schools are heavily involved in the recruitment efforts for the summer job program, Phil-a-job. To promote the program, the PIC sponsors a musical show with high school students who perform skits in city schools. The PIC also has an annual job fair in schools.

Many Philadelphia schools operate like community agencies, according to the PIC president, and serve as a focal point for the PIC to direct its efforts. The PIC's goal with the schools is to extend the school's influence to emphasize to students that good performance can translate into a good job after graduation.

Benefits of Coordination

Representatives of agencies and CBO's noted several benefits to working with the PIC. The most frequently noted benefit was that the PIC provides technical assistance which has helped agencies meet their goals and operate more efficiently. Two CBO operators interviewed stated that the PIC helps them define their objectives more clearly and plan the type of services to offer to meet these objectives, resulting in a more stable, better-run program. The Welfare Department's executive director stated that working for the PIC has helped his department gain entry for AFDC clients into the training provider network. Consequently, more clients are now being trained for jobs and are in training programs that can help them reduce their dependency. For the school district and university working with the PIC, additional benefits cited included providing the students with work experience and contact with real-world issues and problems. There was general consensus among all respondents that the PIC has become an important resource and presence in the community which is routinely consulted as part of the planning process for employment-training-related, community-based programs.

. . . the PIC provides technical assistance which has helped agencies meet their goals and operate more efficiently.

Barriers to Coordination

Respondents cited several barriers to coordination, including funding and eligibility requirements. They believe that sufficient funds are not available to facilitate coordination. Eligibility problems stemmed

from the categorical nature of programs involved in the coordinated efforts, requiring the same client to be certified multiple times to participate (e.g., certified for AFDC and JTPA). This was viewed as a significant barrier for some populations that find it difficult to provide documentation. Categorical funding also prevents pooling of funds, thereby creating further administrative problems.

Some respondents also cited JTPA's emphasis on short-term training and performance standards as a barrier to coordination. The belief was that many agencies are now dealing with a population that requires more intensive, longer-term training and other supportive services that inhibit quick job placement. Consequently, these agencies, including some community colleges, felt that they could not participate in JTPA. In many cases, the PIC has tried to be flexible regarding performance standards but has been limited due to JTPA requirements and the PIC's emphasis on placement.

CHAIR AND MEMBER LEADERSHIP

Chair Leadership

The chair of the Philadelphia PIC is nominated by the PIC president and immediate past chair after consideration of recommendations from other Board members and the mayor. The mayor must approve the nomination and formally appoint the chair, who serves for a single 2-year term. Past PIC chairs have been chief executive officers (CEO's) from large corporations who have been influential and well connected in the city business community.

The current chair is Frances Carlson, who was just about to begin her term at the time of her interview. Ms. Carlson is the founder and president of Unified Data Systems, a small business, and has served on the PIC Board since 1983, when it was still run by the city. She feels her long history with the PIC, which has given her an understanding of how it operates, and her interest in employment and training issues are the main reasons she was selected chair. She also believes that her experience owning and operating a small business in the city has given her connections and skills that are applicable to serving the PIC, since a current goal is to increase small business participation over the next few years.

Ms. Carlson believes that the chair's role is to provide leadership to the PIC by dealing with the policy issues confronting it. The chair must play a role in identifying the major issues that will affect operations and provide an approach to addressing these problems. This approach must allow for the input and contribution of the different groups working with the PIC and ensure that the PIC is encompassing and open to all. According to Ms. Carlson, the major problems that the Philadelphia PIC will face in the coming years include the need for more small business representation, a reduction in funding, and the underlying problems affecting the hard-core unemployed, such as illiteracy and drugs. It is the chair's job to provide leadership in confronting these issues.

Ms. Carlson stated that she spends 3 to 15 hours per month on PIC activity, depending on which committee's work she is assigned. This time includes attending Board and committee meetings, reviewing documents, and performing informal outreach and public relations work. She believes that the key factors in the PIC's success are the real concern of the Board and staff members for the JTPA population and the deep commitment and involvement of business. The current challenge for the chair, according to Ms. Carlson, is to expand this involvement to other businesses and community groups and to help develop and promote new approaches to serving the eligible population.

Board Members

The PIC Board consists of representatives from the city's major businesses, including banks and utility companies. The city,

Welfare Department, schools, the university community, and the Chamber of Commerce are also represented. The Board composition has been relatively stable since the PIC's incorporation; several members have remained since CETA days. All members are high ranking in their organizations or businesses. The PIC has been successful in attracting the participation of large corporations and high-ranking officers largely due to the efforts of the PIC president and early chairs. Respondents feel that the business members on the Board are the most powerful and influential in PIC decisionmaking. All PIC programs involve the business community to some extent; however, the CBO's and education representatives also have an important voice.

Board members stated that PIC involvement is not time consuming, taking only 4 to 6 hours per month on the average, most of which is spent attending or preparing for meetings. The time commitment varied depending on committee membership. Respondents did not cite any barriers to participation due to time constraints or conflicting schedules.

Board members and other respondents see the role of PIC Board members as primarily to represent the member's constituency to the PIC and to ensure the PIC's activities are responsive to the needs of the community. One Board member stated that in some PIC's, "the Board rubber stamps the staff's work. We do not. We raise questions about gaps in service contracts, overall policy issues. We try to reach out to the people we serve."

The Welfare Department representative stated that for his department the major benefit of working on the PIC is that he is able to provide the viewpoint and input of his service population, which represents a large segment of the JTPA population. The PIC also helps this population obtain access to job training opportunities. The university representative believes that the PIC gives the university experience in the nonacademic world which is helpful to students and faculty. In turn, the university provides fresh ideas and students who can learn to operate PIC programs and develop research issues of relevance to the PIC. Respondents generally believe that their relationships with the PIC are mutually beneficial.

PIC STAFF

The PIC's staff of 70 is responsible for operations and administration. Under the president and CEO are the vice president for public affairs and the vice president of finance. Program operations are divided into four areas: Classroom Training, Youth Operation, Welfare and Program Services, and Corporate Marketing. Each of these areas has its own vice president or director.

The PIC president and CEO has served in this position since the PIC's reorganization. He has a human resources background and previously was employed by several major corporations. Other staff have a long history of experience in the administration of employment and training programs.

The PIC staff works autonomously and receives policy direction from the Board. All executive staff attend Board meetings where they report regularly on operations. Board members may question staff, request additional information, or provide suggestions and guidance. The PEC is another mechanism for staff-Board interaction. The PEC monitors PIC programs, and the staff makes monthly presentations and obtains input from committee members, who include a PIC Board member and community representatives. The committee raises issues such as whether programs are serving the appropriate populations and providing the type of training needed.

After obtaining policy direction, PIC staff must operationalize programs by involving relevant agencies, CBO's, and community groups; exploring funding resources; developing RFP's and awarding contracts; and monitoring subsequent programs. Staff also must obtain employer involvement.

When asked to describe their significant accomplishments, staff members cited their marketing program and technical assistance

activities. The marketing program, described below, includes significant input from the service population to target jobs. The marketing efforts have been successful in involving many of the city's major employers. The staff offers technical assistance to contractors to help them operate more efficiently and to meet performance goals. New contractors and those experiencing difficulties have benefited most from this assistance.

The staff has also developed or assisted with several innovative training programs cited by the executive vice president as important accomplishments. These include the Philadelphia Youth Service Corps, WEPIC, SPOC, and the North Philadelphia Employment Initiative, with which the PIC staff assists in cooperation with other agencies. The PIC Board members and contractors widely praised the staff, especially the president and vice presidents, as important contributors to the PIC's success.

RELATIONSHIP WITH CHIEF ELECTED OFFICIAL AND THE CITY

The mayor of Philadelphia is the chief elected official in the Service Delivery Area (SDA), and his coordination with the PIC is through the city Department of Commerce, whose director sits on the PIC Board. Prior to 1985 the city ran all job training activities directly through the city Office of Employment and Training and the PIC. Since the reorganization of the current PIC, the city has been less involved in PIC operations and allows the PIC greater control over all job training policy and programs. The mayor meets regularly with the PIC president, formally appoints all PIC members and the PIC chair, and approves the PIC job training plan, as required under JTPA.

The city is also involved with the PIC through the Commerce Department director's seat on the Board and the director's weekly meetings with the PIC president. The city has generally approved all PIC plans and recommendations, including Board member nominees, and does not interfere with PIC operations. There have been no serious conflicts between the PIC and the city since the PIC's reorganization.

. . . the city uses the PIC to assist in its economic development activities and to assist local businesses with their employment needs.

In addition to the Board seat and the role in the Board and plan approval process, the city works with the PIC through local economic development agencies and enterprise zones. The city funds the Philadelphia Industrial Development Corporation (PIDC), a nonprofit corporation that provides loans to Philadelphia businesses to create new jobs. The PIDC will loan up to $15,000 per new job created at half the prime rate to a business that wants to expand to new areas in the city. A condition of the loan is that the business must meet with the PIC to discuss job opportunities for PIC trainees. The PIC may develop a training plan for a larger business or place clients from already existing programs. The PIC targets residents of the area where the business will be located for the job training and placement.

The employer is not required to hire PIC trainees, but since the PIDC deals largely with small companies, they are receptive to the PIC and pleased to have access to a ready labor pool. More than 2,000 PIC trainees have been hired through PIDC connections in the last several years. The PIDC maintains a staff member who serves as a liaison between the PIC and businesses to facilitate this arrangement.

The PIDC gives additional loan money to businesses locating in the city's three enterprise zones in North and West Philadelphia. The city also is the major funder of the North Philadelphia Employment Initiative and has assisted the PIC in establishing training programs and recruiting

new employees. The city is working actively to attract new employees to these economically depressed areas.

In sum, the city uses the PIC to assist in its economic development activities and to assist local businesses with their employment needs. Through the PIC's efforts to develop a trained workforce, the city hopes to attract new businesses and economic development to Philadelphia neighborhoods.

PIC PROGRAM PERFORMANCE

PIC Services

The PIC coordinates a large network of recruitment, referral, and training activities through performance-based contracting. A major component of this network are the 38 PRC's that are spread geographically throughout the city. The PRC's are operated under contract by CBO's and serve as the PIC's main mechanism for referral and recruitment. Some PRC's are also training contractors. The PIC obtains additional referrals through other training contractors, the four SPOC centers, advertisements, and a hotline it operates directly.

After identification, clients are sent to the PIC central office for certification, testing, and referral to job training or direct on-the-job training (OJT) placement. A PIC staff member is then assigned to track the client. The PIC offers classroom training, remedial and vocational education, and employment-based training. The training contractor referred is responsible for job placement following completion of training. In 1988 the PIC placed over 5,500 adult and 6,600 youth trainees.

Major Training Contractors

CSR staff interviewed representatives from Impact Services and the Opportunities Industrialization Centers (OIC), two of the PIC's largest contractors. Impact Services is a long-standing CBO based in North Philadelphia. It operates employment and training programs for youth and adults; promotes economic development in the community; and provides other services, such as drug and alcohol counseling, family counseling, and distribution of surplus home energy improvement materials donated from local contractors. It also operates a small warehousing business through which it provides clients with work experience.

Impact currently has seven contracts with the PIC. It operates a PRC, receives SPOC referrals, is a trainer for the North Philadelphia Employment Initiative, and is involved in the PIC's summer job program. These services are provided through a youth program for both in-school at-risk students and out-of-school youth; an adult unit provides job training for the long-term unemployed. Adults in this program are primarily recovering drug and alcohol abusers who receive work experience through Impact's warehousing business or other employers. The organization also has another job training unit for adults who lack the skills for the work experience program and a job development unit that also serves as the PRC. This unit places graduates from the training program. Impact's JTPA clients are referred through the PIC, SPOC, or the North Philadelphia initiative. After referral, clients are assessed and tested to determine the Impact program most suitable for them.

OIC is a CBO that promotes economic development and employment in black communities. OIC started in Philadelphia in 1964; there are now 70 other affiliated centers worldwide. OIC has had training contracts with the city for many years and currently has 6 contracts with the PIC to provide remedial and classroom training in banking and computer-related occupations to about 500 adult JTPA participants annually. OIC refers those in need of supportive services to appropriate agencies.

OIC receives referrals through the PRC's, the SPOC program, and its own recruitment efforts. The training programs do their own job placement, and OIC has a job development component to attract employers.

Marketing Efforts

The PIC places clients that do not need or want classroom training directly into OJT slots after a 2-week job club. Clients referred from contractors are also occasionally placed in OJT. The Corporate Marketing Department is responsible for obtaining these OJT slots and assisting in filling them. More than 1,600 employers in the city have hired PIC trainees since 1985, and in Program Year (PY) 1988 the PIC placed more than 900 participants in OJT positions.

Since Philadelphia enjoys a good economy with a wide variety of job openings, the PIC's strategy has been to employ a client-centered approach to match potential employees with employers. Several years ago the PIC conducted a survey of trainees to discover the type of occupations in which they were interested. The survey identified 10 occupations, the most popular being assembly, maintenance, hotel, and food service jobs. The PIC has employers in each of the 10 categories, and the PIC staff determines the interest of each trainee and places them in one of the categories. The job developer then matches the trainee with one of the employers in the category. The PIC also consults with clients and the Welfare Department to determine the appropriate wage levels needed.

The PIC employs 2 job developers from the Employment Service who target the top 50 employers in the city. The developers recruit these businesses through direct contact, business fairs, and association meetings. Most businesses, however, link with the PIC through PIDC contracts. In addition, as the PIC has become more well known and respected in the business community, employers contact the PIC when they need new employees.

The PIC tries to provide employers with employees who live in the same neighborhood as the business. For example, when a new business enters a neighborhood, the PIC may hold job fairs at local shopping centers or give presentations in local high schools. The PRC nearest to the community will also be enlisted to help recruit potential employees. This approach has been successful with several employers, including a new United Parcel Service facility.

The strength and diversity of the area economy assists in placement efforts. The marketing director noted, however, that many employers are unrealistic about the labor market, and marketing staff must educate them about the available labor pool in the city. She noted, "They don't believe the labor pool is unskilled and shrinking. They think they can get highly skilled people for low wages. They slowly learn the reality."

Innovative Programs

The PIC tries to take innovative and creative approaches toward dealing with the diverse job training challenges posed in Philadelphia. An example of this is the Philadelphia Youth Service Corps (PYSC), which was designed and developed by PIC staff and is operated by Public/Private Ventures.

PYSC is a day-long, 5-day/week program for out-of-school JTPA-IIB-eligible youth. It begins with physical exercise in the early morning and is followed by community work. Participants are paid $3.70/hour for this work-experience training. In the afternoons, participants receive classroom training for computer-related occupations or remedial and graduate equivalency diploma (GED) training. PYSC also provides job search training. The program lasts 3 to 12 months, depending on the needs of the participant.

PYSC conducts its own recruitment, but youth may be referred to the program through PRC's. Graduates are placed through the PIC, their own job research, or one of PYSC's job developers. The program has had more than 120 graduates since its inception in early 1988, and many graduates have elected to go on to college rather than directly to employment.

The North Philadelphia Employment Initiative is an innovative program designed to provide 300 17- to 35-year-old residents of North Philadelphia with academic and

vocational training. The Initiative is part of the city's plan to revitalize this neighborhood that was implemented in 1986. Neighborhood CBO's, the city, the PIC, and Temple University formed a partnership to carry out the initiative, which is funded by the city and the PIC.

Participants are recruited through the involved CBO's and the PRC. They attend training classes in the morning and are employed on neighborhood improvement projects in the afternoon. Participants are paid for their work on these projects, which include building restoration, area landscaping, clean-up, playground maintenance, painting, and carpentry. Training classes include basic skills education, job search skills, GED preparation, and English as a second language for participants with limited English. Program completers are placed through their own job search or through the PIC.

WEPIC is a neighborhood improvement program for West Philadelphia. It is a school-based program and serves a different target population. Students of the University of Pennsylvania first began the project in 1985 as a summer work program based in a neighborhood elementary school. The project was expanded to include a neighborhood middle school and a high school in 1986. It now includes the participation of the PIC; Urban Coalition; labor unions; and several State, city, and community agencies.

The WEPIC program teaches employability skills through experience-based education to youth and their parents.

The program is designed to teach employability skills through experience-based education to youth aged 14 to 17 and their parents. More than 400 adults and youth are currently involved in this after-school and Saturday program of educational and job training workshops and community revitalization activities. These include landscaping, housing rehabilitation, construction, community history projects, graffiti and litter removal, mural painting, computer workshops, recreation, arts and crafts, drama, and dance. There are also job search workshops. The goals of WEPIC are to enhance community development; prevent dropouts; develop positive attitudes toward self, school, work, and the community; enhance employability; and introduce youth and adults to area businesses and occupational opportunities. WEPIC has attracted considerable attention nationally and has received a commendation from the U.S. Department of Labor.

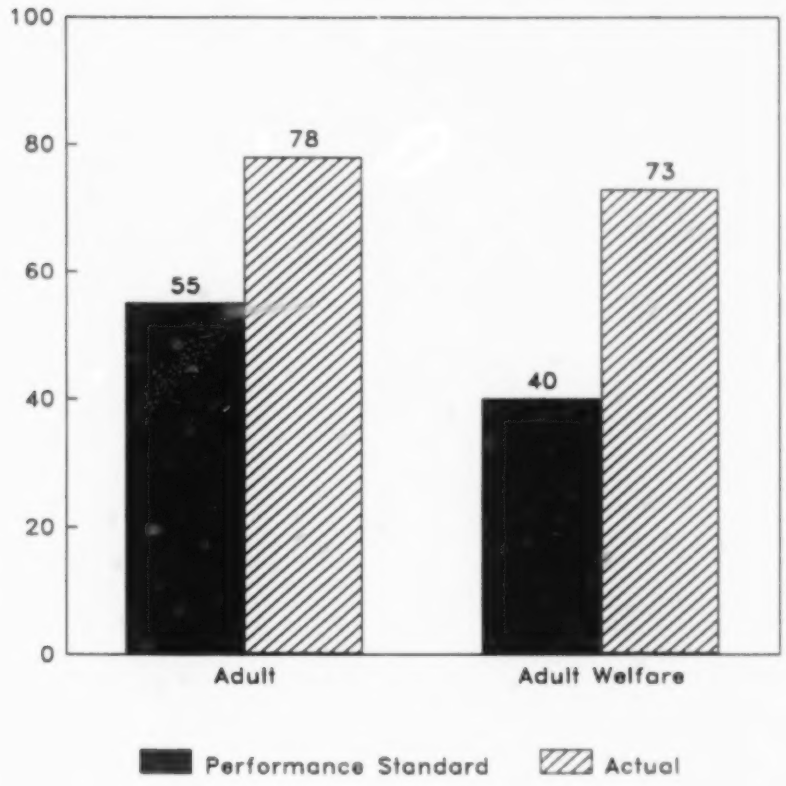
Evaluation and Performance Standards

The PIC monitors its programs through the BDR assigned to each contractor. Training contractors also provide periodic and annual reports on performance goals and participant characteristics. PRC contractors meet twice monthly, once among themselves and additionally with PIC staff to discuss concerns, problems, and related issues. The PIC staff and the PEC provide oversight and pay particular attention to programs having difficulty meeting goals. The PIC staff provides extensive technical assistance to new contractors and on an as-needed basis.

The PIC has performed well on its performance standards since its incorporation. For the first three quarters of PY89 it exceeded its standards, as shown in the following exhibit. The adult entered employment rate was 78 percent, with an average wage per placement of $5.57 and a followup adult employment rate of 54 percent. Cost per entered employment was $3,494. Performance standards are adjusted statewide but not locally for the city.

PIC contractors and some PIC staff expressed concern that it may be more difficult to meet performance standards in the future as the PIC faces a less job-ready and more difficult population. The shrinking labor pool due to the city's low unemployment rate has left the unemployed population in need of longer and more intensive training. Training contractors and

ENTERED EMPLOYMENT RATES
PHILADELPHIA
JULY 1, 1988 TO MARCH 31, 1989



Category	Performance Standard	Actual Result	Variance
Adult Average Wage upon Entered Employment	$5.04	$5.57	10.6%
Adult Average Cost per Entered Employment	$6,594	$3,494	47%
Adult Followup Entered Employment Rate	45%	54%	20.4%
Adult Welfare Followup Entered Employment Rate	33%	41%	23%

staff alike noted that while the PIC has been flexible on performance standards for those serving this difficult population, different approaches may be needed as a higher percentage of JTPA eligibles require more intensive services.

SUMMARY AND ASSESSMENT

The Philadelphia PIC directs JTPA employment and training activities in the Nation's fifth largest city. The 29-member Council meets monthly and includes CEO's from some of the city's largest corporations. Members serve up to two consecutive 3-year terms. The PIC has 5 standing committees and is supported by a staff of 70. The PIC is incorporated as a nonprofit corporation and operates independently from the city, which is minimally involved in PIC policymaking or operations.

The PIC views itself as a training-based bridge between city employers and the unemployed and considers itself a nonprofit business with two sets of customers: employers who want quality employees and workers who want job training and a good job. PIC activities center around serving the needs of both groups. The PIC has a large and extensive system of training contractors in diverse neighborhoods of the city and includes CBO's and local schools. The PIC's 38 PRC's are the primary mechanism for recruitment and referral to PIC programs. Once identified, clients report to the PIC's central office for testing, assessment, and referral to a training contractor or to OJT. The PIC staff tracks clients through training to final job placement, which is usually done by the training contractor. PIC programs have consistently exceeded performance standards.

The PIC is involved with several innovative programs that serve needy populations. These include the North Philadelphia Employment Initiative and WEPIC, neighborhood economic development projects that provide both training and work experience on neighborhood improvement projects. PYSC is another innovative program, modeled after the Civilian Conservation Corps, that provides training and paid work experience to out-of-school young adults.

The PIC Board and staff appear to be important elements in its success. The PIC has the support of the business community, including the involvement of major corporations at the highest level. It has had a series of committed, well-connected chairs that are influential in the business community. The PIC also enjoys a well-organized, committed, and experienced staff that has strong leadership from an effective president and CEO.

The PIC has built a cooperative atmosphere among community groups and business leaders and emphasizes collaboration to address the city's employment problems. It insists on high standards of performance from training contractors and provides hands-on assistance to ensure quality training and placement. The PIC is a recognized leader and an important partner in the city's economic development and employment training activities.

KANKAKEE VALLEY PRIVATE INDUSTRY COUNCIL

Valparaiso, Indiana
Linda Woloshansky, Executive Director
David Casbon, Chair

The Kankakee Valley (KV) Private Industry Council (PIC) serves a six-county area in the northwest corner of Indiana. The service delivery area (SDA) has a population totalling 305,000 and includes Jasper, LaPorte, Newton, Porter, Pulaski, and Starke Counties. These counties are grouped around Lake County, the northwestern county bordering on the State of Illinois. Lake County, where the cities of Gary and Hammond are located, is a separate SDA.

The six-county SDA represents a mix of small urban and suburban areas, with some industrialization, and rural farmland. Two counties form the northern tier of the SDA. Porter County is home to the Port of Indiana, which provides a connection for world trade through the St. Lawrence Seaway and constitutes one of the fastest growing areas in the State as suburban developments emerge along the Lake Michigan shore. To the east, LaPorte County has a number of industries and manufacturers located in or around LaPorte and Michigan City, which has a harbor. The southern tier of four counties, from Newton on the Illinois border (south of Lake County) ranging eastward to Jasper (south of Porter County) and then on to Stark and Pulaski (south of LaPorte County) are predominantly rural, producing a variety of agricultural crops.

The KV SDA's unemployment rate has dropped from a high of 12 to 14 percent in the early 1980's to its current level of 5 percent. Nearly 75 percent of the labor force participants reside in LaPorte and Porter Counties, which are the most heavily populated counties amd contain the major employment centers in the SDA. These counties, plus Jasper and Newton Counties, have lost labor force members in the past few years. These losses occurred primarily in the manufacturing, construction, mining, and agricultural industries. Employment growth has been most rapid in the wholesale/retail trade and services industries. These two areas, plus manufacturing, are the focus of KV's job development and training efforts.

The Local Elected Officials (LEO's) serve as the Job Training Partnership Act (JTPA) grant recipient and administrative entity. The LEO's formed a private, nonprofit corporation in the fall of 1983 for this purpose. One commissioner from each of the six counties and the mayors of the four largest incorporated cities (LaPorte, Michigan City, Portage, and Valparaiso) comprise the Governing Board of the Kankakee Valley Job Training Program (KVJTP). KVJTP jointly plans with the PIC the job training programs that are administered and operated by KVJTP. The rationale for having separately incorporated entities lies partly in the fact that only the counties, not the cities or the PIC, have the power to tax. In the event that any disallowed costs were incurred under JTPA, the county would be responsible for paying for them. This provision has never been used, however. KVJTP staff serve as staff to the PIC (which has no funds and no staff) to accomplish JTPA goals. (***Note:*** In this case study, the term PIC is sometimes used generically and includes the KVJTP, which technically is the contracting and operations agent.)

LaPorte County had been a prime sponsor under the Comprehensive Employment and Training Act (CETA), while Porter and the other counties had worked together under a balance-of-State sponsor. The LaPorte PIC was perceived as not representing the private sector. Those involved in shaping the KV PIC have emphasized the importance of listening to all the participants and recognizing the contributions of the small counties to the consortium. The decision was made to have a centralized/decentralized program with a strong administrative

component that handles everything "auditable" and decentralized field sites that are responsible for service delivery.

The KVJTP employs about 60 people in 8 locations across the SDA. The administrative office and one training office are located in Valparaiso (Porter County), a white-collar community with a population of 20,000. The other seven training offices are in Knox (Starke County), LaPorte and Michigan City (LaPorte County), Morocco (Newton County), Portage (Porter County), Rensselaer (Jasper County), and Winamac (Pulaski County). The population of Michigan City and Portage is approximately 30,000 each; LaPorte, 22,000; the populations of the remaining towns range from 5,000 (Rensselaer) to 1,300 (Morocco).

The KVJTP contracts for all job training services while directly handling all intake, assessment, referral, and placement services. The reasons for this division of services are to ensure that only the eligible population is accepted into the program (thereby avoiding disallowed costs) and to properly serve the target population.

PIC STRUCTURE

The PIC is composed of 35 members, with higher representation from the 2 largest counties, LaPorte and Porter. At the time of the site visit there were 29 PIC members, of whom 19 represent business; 4, various public agencies including county councils on aging and human services; 3, community-based organizations (CBO's); 2, the education community; and 1, organized labor.

Among the private-sector members, small to very large businesses are represented. Ten members own or direct their businesses, while most of the others hold major positions in their companies (e.g., vice president/director of personnel, human resources, operations, or public affairs). Nonbusiness members similarly have jobs requiring leadership and management or administrative skills (e.g., directors of an agency or organization, superintendent of schools, and vice chancellor of academic services at a university).

Candidates for the PIC usually are identified by other PIC members and PIC staff. Most members serve on the PIC Board for 3 years. Eight people have been on the PIC since its inception in the fall of 1983. The Nominating Committee develops the slate of officers for the PIC Board, with the vice chair typically becoming the chair.

New members receive a manual that includes minutes of the past year's PIC meetings. The executive director of the PIC spends several hours with new members. In addition, a consultant provides an orientation for members within their first 3 months on the PIC Board. This orientation includes background information on employment and training programs, relevant legislation, present activities, and future trends.

The PIC is organized into the Executive Committee, headed by the PIC chair, and six standing committees:

- The Coordinating Committee has responsibility for coordinating PIC programs with others in its labor market area, including those operated by the other SDA, the Indiana Department of Employment and Training Services (IDETS), and vocational education.

- The Budget and Finance Committee is charged with reviewing and approving the annual PIC budget, as well as soliciting grants from other funding sources.

- The Planning and Evaluation Committee is responsible for developing and reviewing the annual plan, gathering and coordinating economic and labor market information from organizations in the SDA, identifying target populations to be served, and evaluating programs and services.

- The Program Development Committee is to identify or develop programs that meet the needs of the SDA, in consultation with the Planning and Evaluation Committee.

- The Marketing Committee has responsibility for examining and recommending policies and actions to increase the general public awareness of the PIC and its functions and programs.

- The Monitoring Committee oversees the grant recipient and administrative entity and monitors all subcontractors.

The term of office for the standing committees is 1 year and may be renewed.

PIC meetings are held every other month at the Valparaiso office because of its central location. These are luncheon meetings that last about 2 hours. A quorum of 51 percent of the members is required. Proxies are allowed only if carried by other PIC members. Nonattendance used to be grounds for dismissal as a PIC member, but this clause was removed from the bylaws. Although business members attend meetings more regularly than do representatives from the public sector, the PIC is not dominated by any group of individuals, according to respondents. The officers play a lead role, as would be expected.

The committees meet every other month when the full Board is not meeting. Each committee chair provides a summary report of the committee's activities at the full Board meeting. All PIC members get copies of the minutes of each committee meeting. Interaction of committee members with the PIC staff varies as a function of the particular committee's responsibilities and needs of the members.

POLICY AND PROGRAM PLANNING

PIC Mission and Goals

As the policy body, the PIC Board develops the mission and goals of the organization. These are articulated as follows:

> The mission of the Kankakee Valley Private Industry Council/ Local Elected Officials Partnership is to increase the employment of economically disadvantaged and other area residents encountering various barriers to employment by providing job training, identification and job placement services to enable program participants to be hired, retained and/or upgraded in rewarding, permanent and meaningful jobs in the private sector and thereby bring them into the economic mainstream of our local community.
>
> In pursuit of this mission, the PIC/LEO Partnership shall make the best possible use of public and private resources, and will ensure that every effort made to actively outreach to and recruit from all segments of the community.

In January 1988 PIC members attended a retreat to reassess the Council's direction. The retreat was preceded by a 6-month effort in which the group had formed task forces to examine the history of employment and training programs, interview leaders and former PIC members, and assess community needs and PIC's role in meeting those needs. This process resulted in a strong consensus that greater emphasis had to be placed on serving at-risk youth and providing basic education and literacy skills.

The Planning Committee and KVJTP staff formulate the 2-year job training plan based on the policy decisions made by the Board. Once the plan has been prepared, it is

presented to the Board for review and approval. Following this process, the plan is presented to the LEO's. Usually the LEO's want only highlights of the plan, since they have confidence in the abilities of the PIC Board and KVJTP staff.

As a consequence of the decline in the SDA's unemployment rate, the budget for Program Year (PY) 1989 was cut by $500,000. This will require some strategic planning to reformulate the long- and short-term goals of the PIC. Another factor that may "change PIC's mission somewhat" is legislation being considered by Congress (i.e., amendments proposed by Senators Simon and Hawkins), which, if passed, would be more "prescriptive."

Policies Regarding Service Populations and Vendors

In keeping with the policy decisions made at the January 1988 retreat, the PIC has targeted the following groups as a special focus for services: at-risk youth; single parents; and those who lack basic skills, a high school diploma, or the equivalent. In PY88 over $400,000 was allocated to provide such services as literacy and basic education programs for adults and alternate education programs for adolescents at risk of dropping out of school.

When the JTPA legislation passed, a decision was made that program monies would be divided not on the basis of county population but rather on the demographics within the counties to help ensure access to needed services.

Demographic characteristics of the population in sites across the SDA are used to set goals for the number of clients to be served in various target groups. For example, if 40 percent of the residents of one area do not have a high school diploma, that figure is used to target the proportion of nongraduates served in that area. This strategy responds to local needs and provides a fair share of services across sites in the SDA. When the JTPA legislation passed, a decision was made that program monies would be divided not on the basis of county population but rather on the demographics within the counties to help ensure access to needed services.

The KVJTP contracts for all job training services for classroom-size training projects through a competitive process based on issuing Requests for Proposals (RFP's). The Program Development Committee participates in reviewing proposals and recommending whether or not to provide funding. The PIC strongly advocates use of existing resources in the community to develop and operate programs.

COORDINATION AND COMMUNITY RELATIONS

Coordination With Other Programs

The planning and delivery of services requires ongoing coordination with a wide variety of agencies and organizations in the six-county SDA. The emphasis on youth services has resulted in collaboration with local public school systems for basic skills education. There are over 17 public school corporations, 2 major vocational education institutions, and 2 major adult education programs in the area with which linkages have been developed.

Job training programs involve nearby universities, community colleges, and technical schools (e.g., Indiana University, Purdue University, Indiana Vocational Technical College); proprietary schools such as the Valparaiso Technical Institute (part of a nationwide electronic engineering school); local businesses; and county governments. In developing on-the-job training (OJT) programs in plants where employees are organized, the KVJTP staff works with the union because it is the bargaining agent. For example, when a dislocated worker program was developed at

Bethlehem Steel, the KVJTP staff coordinated with the steelworkers' union. In planning for a program at the Port of Indiana, staff worked with the longshoremen's union.

Formal and Informal Coordination Activities

The PIC adopted coordination with public and private agencies as a very conscious strategy from the beginning. These formal and informal relationships make it easier "to recruit participants, to access services whose availability might otherwise be unknown, and to keep the client's best interests in mind."

One major coordination activity of the PIC involves the State's employment services. In 1986-87 the State initiated an effort to link services provided by IDETS and the Indiana PIC's. This effort was prompted by the need to streamline the process of obtaining services for participants and minimize the number of places applicants have to go to get into programs, as well as by the need to control the high administrative costs of IDETS. The State required each PIC to develop a plan proposing how the linkage, including colocation of services, would occur in its SDA. In the KV SDA, IDETS staff report to the KVJTP executive director about activities conducted onsite at KV offices. On a statewide basis, the effort to integrate services and personnel faces difficulties, as some IDETS staff have filed a lawsuit to block the action.

The KVJTP operates a client-centered program that links with different community groups for referral and support services. Interactions with the social services and vocational rehabilitation agencies are handled on a decentralized basis from each KV office. KVJTP staff make many referrals to these agencies. An examination was made of the numbers and needs of JTPA-eligible clients. It was found that there were too few people for whom to organize many job training programs on a county-by-county basis, and it was too costly to transport people into one centralized program. A decentralized approach to service delivery "works best," according to one respondent, "in the sense of getting people really committed to finding a solution."

Involvement with the economic development agencies in the counties and the region is somewhat limited because most have not yet assumed a strong leadership role. Only one was mentioned as specifically involving the PIC in initial meetings with employers interested in locating in the area. There has not been any coordination with the State Job Training Coordination Council (SJTCC) because it "fell apart" several years ago and only now is becoming active again.

State dollars have been allocated for a dislocated worker program to retrain workers *prior* to layoff. In early 1989 the KVJTP assisted in a retraining effort in a plant with 69 employees and a $3.5 million payroll. That effort, which was funded by the State Department of Commerce, helped avert the closing of the plant.

These formal and informal relationships make it easier "to recruit participants, to access services whose availability might otherwise be unknown, and to keep the client's best interests in mind."

For several years the State has given JTPA Title III dislocated worker dollars to the SDA's. As a result, the Economic Dislocation and Worker Adjustment Assistance (EDWAA) Act did not have the devastating effects on the KV SDA that it otherwise would have. With JTPA older worker dollars, the KVJTP is collaborating with Purdue University to examine the characteristics and needs of the older workforce in the SDA.

The role of the PIC and KVJTP extends beyond the immediate confines of JTPA, according to the executive director, and must be a community presence "looking to the public good." To this end, joint efforts with other groups are sought to expand the PIC's resources and services. For the past 2 years the PIC has collaborated with the U.S.

Department of Agriculture Food and Nutrition Service on the Indiana Manpower Placement and Comprehensive Training (IMPACT) program, an employment program for recipients of food stamps. This serves as a feeder program for JTPA eligibles. With vocational education monies authorized by the Carl Perkins Act, support for a single-parent program has been obtained.

KVJTP staff have been assigned to work with a task force on the homeless in LaPorte and Porter counties. This has led to submission of a proposal for funding from the U.S. Department of Labor for a training and employment program for the homeless.

The PIC's collaboration with the Knox Community School Corporation in Starke County contributed to the award of a $10,000 planning grant to the Knox community by the Lilly Endowment Foundation. The Foundation's Community Guidance for Youth Program "intends to unite schools and youth serving organizations in community-wide efforts to raise young people's aspirations, build their motivation and self-esteem, and promote their academic success." The planning grant is precursor to a 3-year, $150,000 grant to implement the program.

Award of this grant resulted from an intensive, community-based planning effort. Starke County had the highest welfare and illiteracy rates in the State, based on the 1980 census. These rates have dropped dramatically, primarily because of changes in attitude and the resident workforce. The presence of Stelrema Corporation, a manufacturer with 150 employees (most of whom now reside in the county), the active involvement of the PIC with the school system (e.g., to produce a videotape on career decisions, involving two school systems, a cable company, and employers and employees interviewed about their jobs), and efforts of key leaders in the community have combined to make possible this opportunity to develop more options available to young people.

Best Mechanisms for Coordination

Joint meetings with and getting to know the leaders in key industries, agencies, and groups in each county is seen as the best mechanism for effective coordination. This encourages the involvement of the business community and other groups that can contribute to training and placing members of the target population through more formal arrangements (e.g., contracts for services).

Benefits to Other Organizations

One of the primary benefits to other organizations in coordinating with the PIC is leveraging of funds. Whether in the provision of dollars for administrative costs or in the provision of dollars for delivery of services, providers can serve more people in their target population or provide more in-depth services to their existing clientele. In addition, these agencies can specialize in what they do best and still utilize the PIC's expertise when needed.

On another level, PIC coordination activities and JTPA funding of programs "helps people see the connection between kids and future joblessness. [The PIC] helps legitimize [other programs'] efforts and educate people about the importance of intervention."

Employers benefit from being involved when they hire employees whose skills match the job requirements. Benefits to the community include getting people employed, off the welfare rolls, and contributing to the economy. Participants who become employed gain self-sufficiency, job skills, and self-esteem.

The perception of the PIC is generally favorable. Among those who know it, the PIC is seen as having good working relationships with the business community and LEO's and being a resource when problems or issues arise. The chair of the Michigan City Chamber of Commerce uses the KVJTP services as a selling point to employers interested in setting up businesses in the area.

Many employers, however, are not aware of the PIC and what it offers. KVJTP staff have been doing more promotion in recent months to try to increase the PIC's visibility. It may be difficult to address the demands that increased visibility will bring. Budgetary constraints limit the organization's ability to provide the numbers of qualified applicants needed by big businesses, such as Bethlehem Steel.

Barriers to Effective Coordination and Community Relations

The major barriers to effective coordination were identified as "turf" problems and JTPA eligibility requirements. In both instances the examples cited involved the public school system. "We're educators, not job trainers," countered some school personnel when consulted about developing joint programs. According to one PIC member, the most effective way to overcome this turf barrier is to stress that the school can do a better job than the PIC in providing basic education and literacy services and that the PIC wants to help the school do that. To this end, last year an educator was hired as a consultant to talk with staff in various educational agencies. In the example cited about JTPA eligibility requirements, the school system recruited only three economically disadvantaged pupils. Indicating there were no more eligible students, officials then scheduled the program at the same time as the popular driver education course. Another PIC member indicated that the approach to solving such problems requires three things: leadership, a product that is wanted, and people to use the product. These three qualities obviously do not yet exist within all key groups in the SDA.

Lack of personal contact among service providers was a problem mentioned by two respondents. One individual said that in any service organization, there must be people who are known to be responsive to others in the "network" and who also care about the client. The absence of the "personal touch" can create problems in coordination. Underscoring this point was an incident related by a PIC member who actually introduced the local KVJTP staff to the local public welfare director located in the same building. "They had never met, even though they are serving similar populations!"

Lack of information about what the PIC can offer and lack of enthusiasm for publicly sponsored programs also impede coordination activities and positive community relations, according to two PIC members.

Finally, the colocation of IDETS and KVJTP staff and changes in the chain of command and reporting requirements have created friction among the staff in both agencies. "IDETS people feel very threatened. This does have an effect on employers [who are] concerned about not being able to call IDETS and get results. They want to get the best qualified individuals."

CHAIR AND MEMBER LEADERSHIP

Chair Leadership

The PIC Nominating Committee develops the slate of officers for the PIC Board. Officers are elected for a 1-year term, but that term may be renewed for another year. There is a precedent for the vice chair becoming the chair. Recent chairs have been business owners very active in their communities.

The current Chair is David Casbon, owner of a 25-year-old family business in Valparaiso that specializes in appliances and home entertainment equipment. Mr. Casbon, who is in his second year as chair, has been on the Council since its inception. He previously represented a CBO (the United Way) on the PIC, but there was difficulty in obtaining the required 50 percent representation from the private sector, so he agreed to be shifted. There is a State Association of PIC chairs, and he is an elected officer of this group.

Mr. Casbon believes that the role of the PIC chair requires leadership—being involved

and representing and publicizing the PIC to other groups—and being a catalyst to help generate new ideas and approaches. The viewpoint he brings to the PIC is "pragmatic, practical, and very customer oriented."

On average, Mr. Casbon spends about 5 hours per week, or 20 to 25 hours per month, on PIC-related activities. As chair, he interacts more frequently with PIC staff and the LEO's than with individual PIC members.

Board Members

Eight of the 29 PIC members have been on the Board since the PIC's inception. At least half have been members for 3 years or longer. From the business community, there are representatives from large and midsize manufacturing corporations (Midwest Steel, Bethlehem Steel, The Anderson Company, Jaymar Ruby, Stelrema Corporation, Michiana Industries, Roll Coater, Northway Products, and Galbreath) as well as owners of small businesses specializing in insurance, real estate, professional services, retail trade, food services, and farming. Public-sector representatives come from county agencies (human services and council on aging), the educational system (county school and university), organized labor, and private CBO's (United Way and League of Women Voters). In the opinion of one PIC member, the only underrepresented group is the youth constituency (e.g., Young Men's Christian Association or the Boy/Girl Scouts).

Of the eight Board members interviewed, five represent business; the others represent education, organized labor, and a CBO. All of these individuals are actively involved in community affairs and hold responsible positions in their organizations.

These Board members spend from 2 to 16 hours per month on PIC activities. This time is spent in preparing and/or reviewing materials for meetings (including updates on pending legislation), attending PIC Board and committee meetings as well as PIC-related activities, and travel to PIC functions (a greater burden for those farther from Valparaiso). As would be expected, committee chairs tend to devote more time than those not carrying this responsibility.

Committees meet every other month and submit reports of their activities to all members at the PIC Board meetings. Members reported that their respective committees are active in overseeing and conducting the affairs for which each committee is responsible.

Business members feel that their role on the PIC includes ensuring that the Government resources are being spent efficiently to deliver needed services and to improve the skill levels of employees. One member indicated that being able to recognize the need for assistance is an important perspective to bring to the Board.

Board meetings have not been characterized by a great deal of dissent in recent years, although differences do surface occasionally. In these instances, members argue their points of view, and then a vote is taken. The majority rules. The Board definitely is "not a rubber stamp outfit," according to one member, and dissent is "encouraged."

One issue that has created heated discussion recently is a conflict-of-interest statement that the State has required PIC's to adopt (effective July 1, 1989). This requires a PIC member to sign a disclaimer if any matter comes before the Board in which that member has any economic interest. Furthermore, the individual must leave the room during the discussion of this matter by the Board. Identifying the point at which a relationship constitutes a conflict-of-interest poses a problem and may cause difficulty for some members, according to the PIC chair.

The primary barrier to participation on the PIC Board lies in the distances involved in the six-county area. Some members find it difficult to attend the meetings consistently. The only other factor that appears to play a role is competing professional obligations that occasionally arise.

KVJTP STAFF

The KV Job Training Program has approximately 60 full-time employees who perform administrative and operational duties. The executive director oversees the activities of four major divisions headed by the following key staff:

- Director of planning/evaluation, responsible for all planning and evaluation functions (the job training plan, proposals, evaluation of programmatic activities, and the performance standards);
- Director of operations, responsible for all service delivery systems and the provision of appropriate services to meet the job training goals;
- Director of administration, responsible for all data entry, personnel matters, property, and contractual issues; and
- Comptroller, responsible for all fiscal matters.

The majority of staff fall under the director of operations, who has responsibility for the activities conducted in the eight field offices.

Linda Woloshansky, executive director, has worked in employment and training programs since obtaining her college degree. After working for the Work Incentive (WIN) program in Lake County and then starting a new WIN program in Porter County, she was recruited as a counselor for the balance-of-State program under CETA and eventually became acting director. Following the passage of JTPA, she successfully competed for the position of executive director of the KVJTP and PIC. Immediately thereafter, an interlocal agreement had to be developed to provide for funds through a local tax bill in case Federal dollars did not cover certain costs.

About one-third of the KVJTP staff members have been with the organization since 1983. A number of the employees have prior employment and training experience. KVJTP staff are "proactive" in program planning and "moderately" so in policy development. They regularly bring issues to the Board's attention. They are adept at devising solutions to what needs to be done. The relationship between staff and PIC committee members is described as positive. A staff member is assigned to each committee. Differences between Board members and staff are debated and resolved, usually in committee.

Staff accomplishments lie in maintaining a positive, entrepreneurial attitude while being part of a bureaucratic system. Evidence of this is seen in the continued focus on developing customized training and keeping a customer service perspective. "How will the program impact clients?" is the basic question that the staff continues to ask.

In developing training programs with employers (e.g., injection molding for a firm with 50 to 100 employees), the staff are careful to assess needs, identify appropriate resources for and content of the program, and screen for qualified participants. They "are very good salespersons" but "don't promise what they can't deliver." With employers, staff stress that "if the placement doesn't work out, give our organization another chance to make it right."

The KVJTP staff negotiates with and provides support to all contractors and sees that program objectives are met. Increasingly, staff members are viewed as the employment and training experts. They are "decision-makers who are willing to take risks."

Two years ago the KVJTP contracted with a marketing service firm to provide an assessment of their client services and promotion efforts. This assessment found high levels of customer sensitivity but also identified ways for more effective promotion efforts (e.g., "revising the orientation materials to be livelier and easier to read..." and creating an identifiable logo). KVJTP staff are implementing some of the recommendations identified in this assessment in their quarterly newsletter, which is disseminated to employers and CBO's, and

promotional materials for potential participants.

The KV PIC holds an annual business meeting and luncheon at which it presents awards to employers who have provided ongoing support in the hiring and training of KV participants. According to one PIC member, the linkage with IDETS will assist in the PIC's marketing efforts with employers as well as jobseekers.

RELATIONSHIP WITH CHIEF ELECTED OFFICIALS

The LEO's from six counties and the four largest incorporated cities in the SDA constitute the Governing Board with which the PIC works. With the onset of JTPA, numerous planning meetings were held in Indianapolis and northwest Indiana to define the geographic area of the SDA and the structure of the PIC. Once the boundaries of the SDA were determined, the county commissioners (about 22 or 23) met to work out the PIC's structure and membership and the location of the administrative office.

The president of the LEO's from 1983 to 1988 served as temporary chair during these early discussions (some of which were "real barn burners"). Over a period of several months, the group agreed that an LEO Governing Board and a separate PIC Board would be formed. The LEO's decided that each county would designate one representative from among its elected commissioners, and each incorporated city, its mayor, to serve on the Governing Board. This group of 10 people remained fairly stable for the first 5 years, even though the electorate did vote in new mayors in each city during that time period. The LEO's, like the PIC, incorporated as a nonprofit organization. The PIC agreed that the LEO would be the grant recipient and administrative entity.

At the beginning, "PIC members were distrustful of the LEO's, even though they had been selected by the elected officials. They thought the LEO's would have their own pet projects. People also were skeptical of having two different groups who were bosses." To promote good communication, openness, and positive working relationships, a decision was made early on to sit in on each other's meetings. Thus, the PIC Chair attends the LEO Governing Board meetings, and the president of the LEO's attends the PIC Board meetings. After about 1 year of working together, the two groups developed a mutual trust that has continued and strengthened through the years. They learned that one person who may have a "pet project" cannot really influence the group. The former LEO president regards the decision to sit in on each other's meeting as one of the key factors in making the PIC work. LEO and PIC respondents described the relationship between the two groups as "very good" and "very cooperative."

In 1988 the KVJTP's administrative office was moved from LaPorte, in the northeast corner of the SDA, to Valparaiso because Valparaiso is more central and accessible. Unlike the discussions about the office location when the PIC was first established, this decision resulted in few complaints. The Governing Board meets every other month over lunch at the administrative office.

The LEO's rely on the KVJTP staff and the PIC Board to design programs and develop the job training plan that the LEO's subsequently approve. When a program contract is under consideration, the elected official from the geographic area affected by it will provide whatever information possible. The LEO's sometimes suggest an area of interest (e.g., a summer youth program), but this does not happen very often. Their primary interest is the effectiveness of the programs that are developed and implemented.

KVJTP PROGRAM PERFORMANCE

KVJTP Services

The KVJTP provides intake, assessment, referral, and placement services to approximately 1,400 adults and 800 youth annually. Through a competitive process, job training services for these clients are contracted to public and private schools, proprietary schools, CBO's, and city governments. Some contracts are performance based, although classroom training usually is funded through cost-reimbursement contracts.

In dealing with JTPA clients, the PIC places a strong emphasis on customer service. Treating individuals with respect and courtesy and streamlining the process for service delivery are very important. Case management teams work in each of the eight KV offices. The staff configuration varies from office to office, but most offices have an intake specialist and vocational guidance specialist in addition to the case manager. Larger offices also may have a youth specialist, dislocated worker counselor, Work Employability Resource Center (WERC) instructor, IMPACT service coordinator, and/or older worker specialist. Every office has an employer representative whose responsibilities include working one-on-one with employers to negotiate and oversee on-the-job training contracts.

Each applicant is given a brief orientation and guided through the application process in order to determine the individual's eligibility for JTPA services. Staff interview each eligible applicant to determine the individual's educational background, prior work history, interest, aptitude, and readiness to handle a job. Following a case conference session and appropriate assessments, the individual enrolls in the particular service(s) needed (e.g., vocational education or guidance, work experience, the graduate equivalency diploma [GED], or job development). Job-ready clients may be placed directly in on-the-job training slots or other suitable employment. The staff works with IDETS' statewide computerized Job Service Matching System to match applicants and current job orders. The intake/assessment process is very thorough and may take 2 to 3 days.

The KVJTP's program developer and the employer representatives located in KV's field offices work closely with employers and, when appropriate, selected service providers to arrange customized on-the-job and upgrade training for new employees, current employees, and dislocated workers. Last year the KVJTP organized a "Rapid Response Team" to help provide job search, training, and placement services in Michigan City for dislocated workers facing layoffs by two plants.

. . . the PIC places a strong emphasis on customer service. Treating individuals with respect and courtesy and streamlining the process for service delivery are very important.

The summer youth program involves about 750 youth, most of whom are placed for 8 weeks in a work experience or on-the-job training slot in the private sector at minimum wage. Those youth who are placed in special projects (part remediation and part work experience, or remediation only) receive a monetary incentive tied to participation. Fourteen KV summer youth coordinators track the youth in this program.

Getting youth, especially those out of school, through competency-based programs is more difficult in this day of "immediate gratification." KV's programs emphasize work maturity skills that are demonstrated in the workplace. "It's hard to provide the motivation for skill training on the basics if kids can go out to the private sector and get a job [with a fast food company]. But they don't have the skills to sustain economic independence and jobs."

Major Training Contractors

Contracted services are provided by various vendors. In-school youth program operators include Voyagers, an intervention program (co-funded by outside supporters) to keep youth in school through a holistic approach involving tutoring, counseling, and supportive services for youth and their families; Michigan City Area Schools, which offers alternative education for at-risk, high school-level students; La Porte Community Schools, which runs two middle school alternative education programs with a mix of academics and community service activities; North Judson-San Pierre School District, which provides remediation services to at-risk, middle school youth; and the Youth Service Bureau (YSB) of Porter County, whose executive director was interviewed during the site visit.

The YSB of Porter County is a private, nonprofit organization with about 25 full-time and 8 part-time staff offering continuum-of-care services focused on delinquent, predelinquent, abused, neglected, and other at-risk children, ages 6 to 17, and their families. The services include a short-term residential treatment center for 13- to 17-year-olds; The Learning Place, a full-day treatment program operating 5 days per week for 9½ months, for youth expelled from school; the out-client program offering group and individual counseling and community service; prevention programs, focusing on at-home services for at-risk families; and parent and family education.

YSB had two fixed-fee contracts with the KVJTP totalling approximately $46,000 in PY88. One contract paid for the tuition and positive terminations of eight 13- to 15-year-olds (out of about 25 to 30 enrollees) in the Learning Place. The other contract was for transportation service (a van and driver) to bring enrollees from outlying areas to YSB's Valparaiso Center.

The KVJTP has been involved with YSB for the last 3 years. Referrals are made to YSB by the schools, police departments, and courts. There are roughly three referrals for each opening in the program. YSB in turn sends information on selected clients to the KVJTP to determine their eligibility for JTPA-supported openings. The program has a highly successful record: over 80 percent of the enrollees, who constitute a very high-risk population, complete high school.

Major contractors delivering services to adults include Job Placement Services, whose staff goes to KVJTP offices and other sites to provide résumé writing and similar job-club-type activities as well as clerical training; Hammond Schools, which operates a seven-county, single-parent, homemaker services program funded primarily through Federal vocational education monies (for which the KVJTP in 1989 was named grant recipient and administrative entity); Michigan City Area Schools, which offers the IBM-developed P.A.L.S., an interactive video disc computer program to increase reading and writing skills in a teacher-supervised setting (funded with PIC incentive money); and Portage Adult Education, a branch of the Portage Township Public Schools Corporation, where an interview was conducted.

Portage Adult Education provides several services funded primarily with State and Federal adult education monies to the local school corporation, with substantial in-kind matching support from the school corporation and contracts with several PIC's. Portage's services include (1) a high school for nondegreed adults who earn credits to obtain a high school diploma (graduates who need to brush up on their basic skills also may enroll); (2) the IBM Principle of Alphabet Literacy Systems (P.A.L.S.) literacy program funded by the PIC; (3) 40 adult learning centers in 8 counties in northwest Indiana that offer basic literacy, GED, English-as-a-second language (ESL), and brush-up skill courses; and (4) an education program in Starke County for youth age 14 or older who have been suspended or expelled from school. The adult program began in Portage in the 1960's and started its outreach activities in the mid-1970's in response to increasing demands for services in other geographic areas. The program received CETA monies during that

period and has gotten JTPA support since that legislation was passed.

Portage Adult Education has contracts with PIC's in three different Indiana SDA's. The KV PIC stands out because of its emphasis on the importance of adult education as related to long-term employability and its use of existing community resources to avoid duplicating services.

The Portage program had two cost-reimbursable, performance-based KVJTP contracts in PY88. One contract provided $61,000 to serve 50 adults, primarily in the 7 Adult Learning Centers located in 3 of the PIC's southern, rural counties (Newton, Jasper, and Starke Counties), and 25 expelled or suspended youth in the Starke County education program. The second contract, for about $15,000, supported the P.A.L.S. literacy program serving 60 people with literacy skills below the sixth grade level. The KVJTP owns the IBM equipment, which is housed at the Portage Adult Education Center, and the contract paid for a teaching assistant and library materials. This program concluded its first year of operation at the end of PY88.

The KVJTP's "intake and assessment procedures are excellent," reported the service provider representative who was interviewed during the site visit. KVJTP staff provide testing and counselling services for its clients and set up long-term goals with each individual. This gives KVJTP staff "a good feel for the clients and what their needs are" and also provides "a lot of feedback that other PIC's don't have." The KVJTP and Portage Adult Education have a cross-referral system. Portage refers an eligible student to the KVJTP for a particular service, and vice versa.

The KVJTP contracts lay out specific procedures and measurable goals to be met in order to count clients as positive terminations. For example, for the KVJTP contract supporting its youth program, Portage must assess clients' preemployment competencies, show benchmarks, and provide documentation of clients' achievements. Similarly, in the P.A.L.S. contract, outcome measures are included (e.g., must improve reading skills by one grade level). At the time of the site visit, the provider's data showed a grade increase of 0.9 percent for KVJTP clients, compared to a 1.7 percent increase for all P.A.L.S. participants. Although the general population served is from the lower-income strata, KVJTP clients constitute the hard-to-serve unemployed, who range in age from 16 to the mid-50's.

Innovative Programs

The PIC is very open to developing customized training programs to meet the needs of employers and the labor force. These programs frequently involve on-the-job training at the employer's workplace and classroom training provided by a public or proprietary school. Examples of innovative programs identified by respondents include the following:

- A steel fabricator opened a shop in an old factory in the SDA and needed skilled welders. The KVJTP developed a 6-week program of classroom instruction in blueprint reading, fabricating, and welding, offered by Ivy Tech on-site at the factory, followed by on-the-job training in actual positions in the plant. Carefully screened general laborers went through the program, with the employer paying 50 percent of the training costs.

- A landscaping/tree-trimming company provides training in tree-trimming to qualified, interested KVJTP applicants during a 12-week program. There is a high completion rate, and 100 percent of the completers are placed. Employers include power companies, park authorities, and city governments.

- A program was developed to train individuals to repair marine engines. This program responded to the need for skilled mechanics by employers

involved in recreational boating and in industries utilizing marine engines.

The KVJTP has arranged job development and on-the-job training opportunities for clients and employers representing a wide range of occupations, including clerical, switchboard operator, accounting, injection molding, nurse's aide, river cleaning, laborer, beautician, barber, and mortician. This approach reflects the PIC's customer-service orientation to the business community.

The PIC is very open to developing customized training programs to meet the needs of employers and the labor force.

Evaluation and Performance Standards

The PIC's Monitoring Committee has oversight responsibilities for contracted services. The KVJTP staff, sometimes supplemented by a consultant, perform the ongoing monitoring and evaluation activities. This includes conducting onsite reviews and tracking the contractors' enrollments and performance. If trouble arises, the chairman of the PIC Monitoring Committee may accompany the KVJTP staff on an onsite review.

The PIC typically exceeds its annual performance standards. In PY88, the total entered employment rate for adults was 84.9 percent, with an average wage at placement of $5.63 and a followup employment rate of 76 percent. Cost per entered employment averaged $2,882. Performance standards are adjusted for local conditions using the national regression models. Performance standards are shown in greater detail in the following exhibit.

The performance standards are regarded as necessary and important. However, changing demographics mean that it is going to cost more and take longer to train participants. Increasing proportions of participants have low education levels, are unskilled and unmotivated, and require longer-term remediation. There also are more single parents with children on welfare who require 1 to 2 years of training to become self-sufficient. JTPA does not allow for this on any major level. "New yardsticks are needed to measure performance," according to the PIC chair.

The goals established by the PIC "are appropriate to JTPA and the labor market area," according to one PIC member. Others say the PIC has done an excellent job of matching training programs to employers' needs and the available workforce. With the decline in the unemployment rate to the 5 percent level, the target population increasingly comprising hard-to-serve individuals, and employers' requirements for literate and motivated workers, maintaining this record promises to be a challenge.

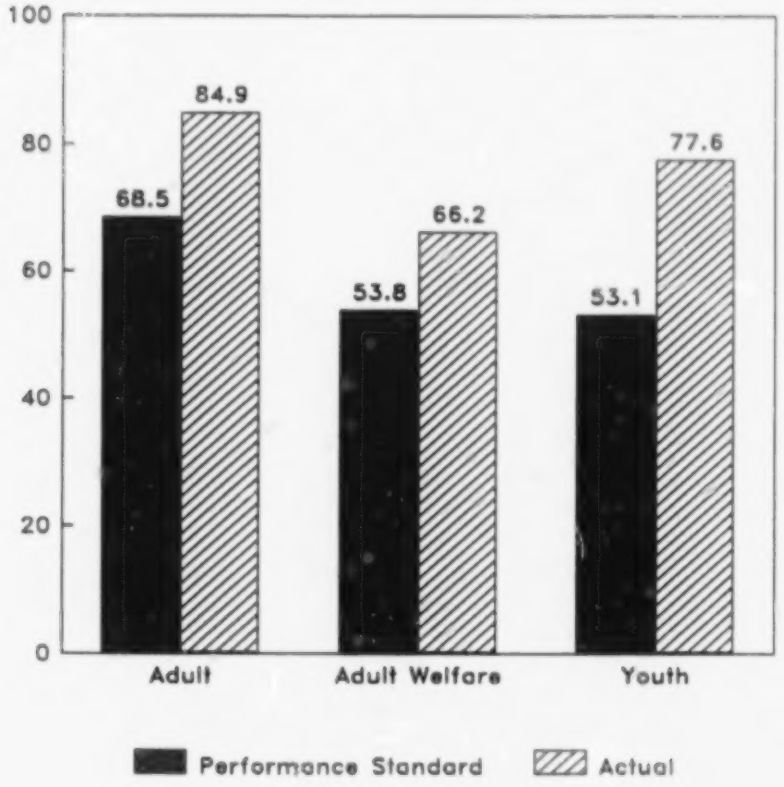
SUMMARY AND ASSESSMENT

The Kankakee Valley PIC serves the six-county SDA in northwest Indiana. The area has a population of 305,000 located in small urban, suburban, and rural areas. Most industries and manufacturers are located in LaPorte and Porter Counties, while agriculture dominates the economy in Jasper, Newton, Pulaski, and Starke Counties.

The PIC and the LEO's incorporated as separate not-for-profit organizations in 1983 to implement the JTPA. The PIC Board consists of 29 members, 19 of whom represent the business community, and meets every other month. The Governing Board of the LEO's incorporation, the Kankakee Valley Job Training Program (KVJTP), is made up of one commissioner from each of the six counties and the mayors of the four largest incorporated cities and meets on months when the PIC does not. Eight of the PIC Board members and, until 1988, five members of the LEO's Governing Board began serving at the time of the incorporation in 1983.

The PIC Board has an Executive Committee and six standing committees. The

ENTERED EMPLOYMENT RATES
KANKAKEE VALLEY PY88



Category	Performance Standard	Actual Result	Variance
Adult Average Wage upon Entered Employment	$4.75	$5.63	18.5%
Adult Average Cost per Entered Employment	$3,915	$2,882	26%
Adult Followup Entered Employment Rate	59.9%	76%	27%
Adult Welfare Followup Entered Employment Rate	47.2%	54.6%	15.6%
Youth Positive Termination	72.5%	87.5%	20.7%
Youth Cost per Positive Termination	$5,127	$3,610	29.6%

KVJTP employs approximately 60 full-time staff members, about one-third of whom were hired in 1983. These staff are located in eight offices across the six counties.

Demographic characteristics of the population in sites across the SDA, rather than sheer population counts, are used to set program goals and help ensure that the target population has access to needed services. Targeted groups include at-risk youth, single parents, and those without the basic skills to compete in the labor market.

The KVJTP provides intake, assessment, referral, and placement services to approximately 1,400 adults and 800 youth annually. In keeping with its philosophy to use and develop existing resources, training services are contracted to public school systems, proprietary schools, and CBO's. Among the innovative programs developed by the KVJTP are customized training programs involving OJT at the workplace with classroom training provided by a public or proprietary school. The PIC typically exceeds its annual performance standards.

The KV PIC works closely with IDETS as part of the State's effort to improve service delivery to clients through the integration of employment services and personnel. Coordination with other major public and private agencies in the SDA is ongoing as part of the PIC's activities to improve and expand available resources and services.

The PIC's success is attributable to these factors identified by respondents:

- Establishment of a structure and partnership between the LEO's and the PIC that delineates authority and promotes open, full communication.
- Promotion of the attitude to make JTPA work ("the PIC members don't take the glory away from the LEO's who have to campaign, and the LEO's haven't made the program a political toy").
- The long-term practice of requiring LEO's and PIC members to abstain from voting if there is any conflict of interest on the matter being discussed.
- Continuity in membership on the LEO's Governing Board.
- A good working relationship between the LEO's president and PIC executive director.
- Identification and training of good PIC members who are truly interested in workforce development and seeing that people have the opportunity to receive training.
- PIC members who are unselfish and strongly oriented to serving their larger community.
- PIC members who understand the Board/staff relationship and trust the staff.
- The practice of encouraging debate and being able to reconstruct creative ideas or plans that have been torn apart in that process.
- An excellent, hard-working PIC executive director and KVJTP staff who are very interested in quality performance (from themselves and providers).
- KVJTP staff who are active in their communities and who develop relationships with key leaders through participation in various political, social, philanthropic, and business activities.
- Commitment of PIC/KVJTP executive director and key KVJTP subordinates to helping others.

- KVJTP staff who understand the nature of the public/private partnership and the need to work with all entities.
- Location of rural offices across the six-county SDA to give people who need the services access to them (these locations also benefit IDETS in the recent merger).
- Allocation of money according to the location of target populations rather than total county population.
- Development of good programs that are needed and used by the businesses and clients.
- The practice of encouraging creativity and tolerating risk in developing programs (supported by Federal regulations that allow tailoring programs to local circumstances).
- Use of existing community resources to avoid duplicating services and building a big bureaucracy.
- Cultivation and maintenance of contacts with employers in the area (even if they are not involved in JTPA programs).
- A clear focus on the PIC's mission.

THE RURAL COLORADO PRIVATE INDUSTRY COUNCIL

Denver, Colorado
J. Dwight Steele, Director
Don Schall, Chairman

The Rural Colorado Private Industry Council (PIC) serves a 45-county, 180,000-square mile service delivery area (SDA) in Colorado. The diverse and widely spaced population includes blacks, American Indians, and Mexican Americans. Unemployment for some of the communities in this SDA is as high as 48 percent. The average used for statistical purposes by the Governor's office is 7.4 percent, with a 9.7 percent rate for families in poverty.

Transportation and lack of job opportunities in remote areas and small communities are two prime concerns of PIC members. There are few opportunities for advanced training and limited transportation to that training. In some communities there has been generational unemployment with young people seeing little future for themselves. Teen pregnancy and single, female-headed households are two results of the lack of opportunity for young people. In spite of their concerns, many residents of rural Colorado are reluctant to leave the area for jobs in the cities or out-of-State.

Employment in rural Colorado includes farming and ranching, energy-related businesses, the Government, and the tourist industry. Employment opportunities in all these areas have declined in recent years. Although many small businesses operate in the SDA, the failure rate among small business startups in Colorado is approximately 80 percent.

PIC STRUCTURE

Historical Background

The PIC is an extension of the council established under the Comprehensive Employment and Training Act (CETA) program. Several current PIC members and staff were active in the CETA PIC. Under CETA, the PIC encompassed a balance-of-State prime sponsor. When the Job Training Partnership Act (JTPA) legislation was enacted, the State was redivided into 10 SDA's with the Rural Colorado PIC incorporating 45 rural counties. The State also created the Local Elected Officials (LEO) Board in order to achieve governmental representation.

The transition from CETA to JTPA was uneventful, with the staff remaining essentially the same. Those interviewed indicated that the staff conducted extensive training for the PIC, vendors, and new staff members during the transition. This educational effort was a key element in the successful transition. Other Board members felt that the CETA program was viewed positively in rural communities, providing a basis for trust under the new structure.

In order to house the PIC, a separate Office of Rural Job Training (ORJT) was created within the State Department of Local Affairs for the State of Colorado. All PIC employees are also State employees reporting to this department. The PIC is not incorporated. The ORJT is designated as the administrative entity and grant recipient by the PIC and LEO Board.

Current Organization

This large SDA is divided into nine service regions, and members are sought from each region. The PIC maintains a membership of 33, with the majority of members from the private sector. Committee composition does, however, include three statewide members representing the unions,

social services, and vocational rehabilitation. Members serve 3-year terms and are reappointed at the discretion of the PIC Executive Committee.

By design, private-sector members are largely small business owners. These individuals include farmers, retailers, service- and tourist-oriented business persons, bankers, and representatives of small manufacturing firms. Nominations for appointment to the PIC are solicited from the business community, local Chambers of Commerce, local elected officials, vendors, existing PIC members, and staff in the Department of Local Affairs field offices.

Other members include representatives from labor, education, economic development, and community-based organizations (CBO's). Nominations for these individuals are sought from organizations with interests similar to those that the member will represent. The three CBO's that provide training for PIC programs rotate their one assigned seat on the Council. Nominations are gathered by PIC staff, and appointments are made by LEO's.

New member orientation varies, in part because of the geographical distance between members and the main ORJT office in Denver. Usually the chair and an ORJT staff person provide an orientation lasting approximately 2 hours. Each member receives a small packet of general information including the Council roster, by-laws, and other pertinent information. New members as well as long-term ones are encouraged to meet with both the service vendor and the ORJT staff housed in their service areas. This meeting provides an opportunity for additional training and information clarification.

New and ongoing training is provided whenever the PIC meets. Training is also provided for the LEO Board at joint meetings with the PIC.

The PIC has three standing committees: the Executive Committee, the Operations Committee, and the Planning and Evaluation Committee. The Executive Committee consists of a representative from each of the PIC's planning regions selected by the PIC chair, who also serves as chair of the Executive Committee. Chairpersons for the other two committees are appointed by this group. The Operations Committee focuses on how services are provided, while the Planning and Evaluation Committee initiates and reviews the plan and conducts policy development. Program oversight is delegated to the ORJT with the concurrence of the PIC.

The PIC meets every other month. Because of the travel distances involved, the meetings last 2 two days, with committees meeting prior to the full PIC meeting. The committee meetings last from 6 to 8 hours while the full PIC meets from 3½ to 4 hours. The Executive Committee meets prior to PIC meetings and when needed. The Executive Committee has decisionmaking authority for the PIC. PIC staff members attend Board meetings and interact freely with PIC and LEO members.

POLICY AND PROGRAM PLANNING

PIC Mission and Goals

One meeting each year is devoted to policy development and planning. In general, the Rural Colorado PIC regards itself as a policymaking body. The written mission of this group is:

> To enhance community capacity by providing training and employment opportunities for people that builds a skilled workforce which improves the quality of life in rural Colorado.

Goals were described as breaking the cycle of generational welfare, establishing closer relations between social services and JTPA, training people for employment, using dollars to meet individual needs, and getting schools involved.

All PIC members seemed to agree with both the mission statement and goals. They also view job creation through economic development as a prime interest area. Their

programs for both youth and adults target this focus.

Responsibility for developing and writing the plan is given to the ORJT. The plan must be submitted to the PIC and LEO Board for approval and concurrence. In order to reflect the diverse service area accurately, planning occurs in regional meetings through a process referred to as "local integrated planning." Each area manager is charged with assembling a planning team consisting of PIC members, social services staff, ORJT staff, and others involved with the target population in the local area. Goals and objectives are established using the policy established by the PIC. Information

In order to reflect the diverse service area accurately, planning occurs in regional meetings through a process referred to as "local integrated planning."

generated at these meetings is integrated at the State level into the formal plan and presented to the Council and LEO Board for approval. The information in the plan is reflected in the contract with each service provider.

Policies Regarding Service Populations and Vendors

The PIC focuses its services on those who have never been employed, "dislocated" farmers, small business owners who have difficulty succeeding, a large teen parent population, and older workers. Several PIC members cited a major interest in helping welfare clients attain self-sufficiency. Others indicated a need to create jobs for these groups in order to stabilize the population of rural Colorado. The PIC uses service provider information, labor market information, and census data to target segments of the population it will serve and the types of programs it will provide.

Both ORJT staff and PIC members are proud of the training approach. Many noted the difficulty of providing classroom-size training or vocational choices in a rural, low-density area. In order to capitalize on the training they do have, service providers and

The PIC uses service provider information, labor market information, and census data to target segments of the population it will serve and the types of programs it will provide.

ORJT staff plan training approaches that may involve crossing community college or school district boundaries. Or, as in the summer youth program, residential training is provided to a large group of participants from all over the State who then return to their communities for work experience.

COORDINATION AND COMMUNITY RELATIONS

Coordination With Other Agencies

A major task assigned to the ORJT by both the LEO Board and the PIC is coordination with all agencies providing services to the targeted populations, particularly with economic development efforts. To facilitate client service and reduce duplication, Job Service offices and ORJT offices are colocated when feasible. The two staffs work closely together, and the Job Service staff participates in the local planning process.

The PIC provides leadership for coordination efforts in the rural areas. One such effort has been a Rural Economic Development Strategy, which provided information on identified needs in the rural communities. The PIC developed programs to meet the needs identified through the Strategy meetings.

The Colorado State Department of Local Affairs, out of which the ORJT operates,

recently funded a position to assist small communities in developing tourist attractions and marketing themselves. This individual brings together town merchants and leaders and provides them with options for revitalizing their downtown areas and generating employment opportunities. This individual also provides community members with information about JTPA programs and eligibility criteria. So far 15 to 20 communities have become involved as a result of this coordinated effort. This individual also provides PIC members with information and updates concerning involvement in their areas.

The economy of rural Colorado has been poor due to a lack of business opportunities and the decline in farm-related jobs. The Office of Economic Opportunity and the PIC are trying to capitalize on the scenic beauty of rural Colorado by refurbishing small towns to attract tourists. They also have attempted to attract investors in the cottage industries producing arts and crafts. The PIC has used JTPA funds to improve the ability of small businesses, including cottage industries, to stay viable through small business and marketing training.

In its initial plan, the PIC formed small subgroups within each region for the purpose of planning and coordination. These groups, humorously referred to by PIC members and staff as "piclets," were composed of the PIC members for that region, employment and Job Service field staff, social service representatives, school officials, local elected officials, vendors, and anyone with whom the PIC wanted to create a linkage. These groups met once a month and had their own chair and related officers. The groups proved cumbersome and some met with only staff present.

The piclets were disbanded, but the concept of small local meetings for those involved in the PIC and other community agencies continues on an informal basis in several of the regions. The group is usually convened by a vendor or PIC member and serves to better identify community resources and distribute information about PIC-related activity.

Ties to Business and Education

Ties to education are seen as needing improvement. Most respondents feel that relations will eventually improve as school districts are forced to become more accountable for ensuring academic success.

The PIC attempts to improve relations with the schools by encouraging the establishment of alternative educational approaches and GED programs. For instance, the PIC was able to leverage funds to establish a learning lab for an alternative skills program in a local high school. Another incentive provided by the PIC to local school districts is the use of carryover funds to establish dropout prevention programs and computerized learning programs. About 10 to 20 of these projects are funded through a Request for Proposal (RFP) process to school districts each year.

PIC members seemed to feel that educators need to be more involved in PIC planning and that education needs the support and expertise of business to develop programs for young people leading to employment after graduation.

The PIC attempts to improve relations with the schools by encouraging the establishment of alternative educational approaches and GED programs.

Ties with higher education are seen as positive and productive, with the PIC and schools involved in many joint projects. For instance, an area of need in many of the rural communities is after-school and summer activities for young children. The PIC and the University of Colorado developed a summer youth program that brought eligible youth to the University campus for training as recreational leaders. The students then

returned to their communities and worked in after-school and summer recreation programs.

The ORJT executive director is involved as chair of the State SDA Association and participates in a newly formed JTPA Association. The State Association meets monthly and focuses on SDA cooperation and joint activity. Other PIC members also participate in these groups. The PIC also distributes a newsletter throughout the rural SDA.

Despite wide-ranging activity in many of rural Colorado's small communities, respondents reported that the work of the PIC is not well known by those outside the employment and training system. They are currently joining with the State and other PICs in promoting JTPA to the wider population through a public relations project entitled "Colorado Works."

Benefits to Groups

Benefits of involvement with the PIC are many. Respondents noted that many additional resources are available to JTPA participants as a result of pooling programs. Others indicated that coordination reduces duplication, makes expertise available, and benefits the client because services are provided in one place. One respondent indicated that PIC leadership in cost sharing expands the possibilities of what can be done in the community.

Barriers to Participation

Respondents commented that the structure and geographic diversity of the PIC poses some barriers to active coordination efforts. They also addressed the issue of conservative communities, with their distrust of "government" as another potential barrier to involvement. Communities are often very small, with little governmental structure or services; therefore, few individuals are available to provide leadership for linkage activities.

CHAIR AND MEMBER LEADERSHIP

Chair Leadership

The current PIC chair, Donald Schall, was recently elected to his third nonconsecutive term as chair. He was the PIC's first chair and was active in the transition from CETA. He initially served two terms and was succeeded by other strong chairs from the small business community. His third term was beginning at the time of the interview.

Mr. Schall is president of Schall Iron Works, a small farm-related business. He is well respected in Colorado and active in his own community. He has a special interest in education and the schools. In 1987 he was named Monte Vista Businessman of the Year.

Respondents felt that he was elected chair because he knows how to run the rather large meetings that this PIC holds and he has the ability to work with a diverse and independently minded group. Members perceive him as someone who demonstrates leadership and really believes in what he's doing. Like other Council and staff members, his interest lies in generating jobs through economic development efforts and focusing on youth. He has provided leadership to the PIC, especially in the coordination of economic development efforts.

Mr. Schall believes his responsibilities as chair include providing leadership, keeping PIC members informed, relating to staff, and ensuring that the PIC members gain a sense of "being in charge." He spends about 2 to 3 days each month on PIC-related activities.

PIC Members

In addition to the chair, 10 PIC members were also interviewed, as was a representative of a CBO that manages training for one of the service areas.

PIC members are very "tapped" into their communities, partially by virtue of the small rural towns in which they reside, but also because of what one member described as their commitment to preserving and enhancing

the quality and style of life in rural Colorado. They are also very active in PIC activities. For instance, the former chair contributed her organizational management skills to creating a strategic planning mechanism for the PIC, another member is active in helping the PIC market itself and recruit businesses to participate in PIC-sponsored activities and initiatives, another has been active in developing small business entrepreneurial courses in a local college, and another member is active in economic development efforts.

PIC members reported varied amounts of time spent on PIC activities, with a minimum of 8 days per year for meetings. Estimates of time depended on members' roles in local community efforts focusing on JTPA activity as well as committee participation.

PIC members are very "tapped" into their communities, partially by virtue of the small rural towns in which they reside, but also because of what one member described as their commitment to preserving and enhancing the quality and style of life in rural Colorado.

PIC members reported that their responsibilities include ensuring that Federal dollars are well spent on real needs, moving families to economic self-sufficiency, and doing all that is possible to support JTPA efforts in their communities.

The PIC is a cohesive group. Many of the individuals have served together for several years. The site visit was made during the PIC's annual retreat, and the close interaction between PIC members, LEO's, and vendors was evident. This close linkage and communication was seen as one of the strengths of the PIC.

One of the barriers to participation is the geographical distance between PIC service areas. Meetings sometimes require a full day's travel to and from the meeting locale. Another barrier to participation is the nature of the small business environment, where the loss of 2 or 3 days to attend PIC-related activities may negatively impact on the business itself.

PIC STAFF

The director of the ORJT is J. Dwight Steele. Mr. Steele's academic background is in social sciences. He has spent his career in job training programs, working as a counselor and administrator at several levels. He was active with the CETA program, serving as an area manager and acting director.

He has a large staff which he manages by consensus through several key office personnel. Senior staff members meet with him periodically and discuss issues affecting the PIC with him. He defers decisions to the Council. Both Council members and staff indicated that he keeps the Council fully informed. He expects staff members to accomplish the tasks set before them and holds staff accountable. He works comfortably with the strongly independent PIC and supports the implementation of PIC policies and programs. Like the Board, he has a strong interest in economic development and youth. He is regarded by Board members as a strong director.

An interesting aspect of the director is his understanding, knowledge, and support of the Board. When asked to highlight the achievements of key board members, he detailed both achievements and major interest areas of each Board member. He also has an understanding of rural Colorado and its resources and needs.

The director of this PIC is hired through the State personnel system. When asked what would happen if the PIC refused to approve the State candidate, Mr. Steele and others stated that that had never happened but would have to be worked out if it did.

The ORJT staff are held accountable by the PIC Board and the LEO Board. The ORJT office employs approximately 34 staff housed throughout the SDA. Key staff

members include the fiscal manager, the staff administrator to the PIC and LEO, the manager for discretionary programs, two operations (area) managers, and a business development person.

The PIC staff is perceived by those interviewed as being well qualified, well prepared, and knowledgeable. Staff members follow the direction of the Board but also keep members on target in relation to the requirements of the legislation. Many respondents described these staff attributes as key factors in the PIC's success. The staff interacts freely with the Council members, with one staff person—the staff administrator to PIC/LEO—assigned major responsibility for coordinating PIC/LEO activities. The staff also interacts with PIC members in committee meetings and at local planning meetings.

A major accomplishment of the staff has been the development of a unique unit-based contract for vendors, which adjusts for length of training and provides incentives for higher wages at placement. Staff members are also proud of the amount of promotion for PIC activity they have generated in a short time, the development of an annual report, the newsletters they distribute, coordination with other agencies, and their ability to work together to accomplish the goals of the PIC.

RELATIONSHIP WITH CHIEF ELECTED OFFICIALS

In order to involve the many local governments, a nine-member County Commissioner LEO Board was created. The Board includes a representative from each State planning region represented in the SDA. The PIC staff also serve as staff to this Board. The staff meets with the LEO Board four times during the year, and the PIC and LEO Board meet jointly twice annually, first to review and approve the plan, and the second time to evaluate the year's performance and plan for the following year.

The fluctuating membership of the Board because of changes in those elected to office is a concern of both Council and LEO Board members, who view the Board as the weakest link in the private/public partnership. Constant orientation is needed, and frequently PIC activities are not a prime concern of incoming members, even though both PIC staff and Board members try to involve the new LEO members in PIC activity.

The current chair of the LEO Board is Bob Formwalt, who has an active interest in PIC activity and is supportive of its work. He attends as many PIC-related activities as possible in order to carry information on PIC activity back to the LEO Board. He is interested in getting the schools more involved in JTPA programs and in improving the school system as well as increasing LEO Board members' awareness of, and involvement in, PIC activity.

PIC PROGRAM PERFORMANCE

PIC Services

The ORJT staff conducts all enrollment and screening of JTPA clients in areas where the PIC has assigned program operations to ORJT. In the remaining regions, contractors perform these tasks.

All PIC clients are prescreened for basic math and reading skills. Those who need additional training in these areas are referred to remedial programs. One of the Governor's goals for all PIC's is remedial education and literacy training. In addition to basic skills, clients are screened for work history, education and training background, pre-employment skills, and circumstances that impact on their ability to work. They are then referred to intensive remedial and job readiness training, vocational assessment and training, or job placement. Training may include classroom-based training, on-the-job training, work experience, pre-employment skills, and vocational exploration.

Placements are client centered. The ORJT also provides industry-specific training when appropriate. For instance, it recently

developed machinist's training for two new industries located in a small Colorado community.

A significant amount of training for this SDA is focused on the tourism industry and small business assistance programs. The PIC has developed entrepreneurial courses and is active in promoting small business development.

The ORJT includes a network of over 100 training and employment staff. To share new employment and training approaches and JTPA information and to improve skills, the ORJT sponsors periodic training sessions for all of those involved in the process. One recent session focused on assessment and remediation.

A significant amount of training for this SDA is focused on the tourism industry and small business assistance programs. The PIC has developed entrepreneurial courses and is active in promoting small business development. Major occupational placements include clerical sales, service-related work, structural work, professional, technical management, machine trades, and benchwork.

Major Training Contractors

The ORJT manages its own training programs in three of its regions and contracts out training in the remaining areas. Some members felt it might be better and more cost-efficient for ORJT to manage all of its own training. There are only three major training contractors and little competition. All vendors operate on a system of performance-based unit cost contracts awarded through a competitive RFP process.

Vendors may serve up to three planning regions in the rural SDA. Rocky Mountain Jobs for Progress, Inc., serves three service areas; Western Colorado Employment Training Service serves two areas; and The Resource Center, Inc., serves one area. All are CBO's with which the PIC enjoys positive relationships. Vendors attend most PIC activities and are part of the local planning process.

Respondents reported that having only a few contractors helps to reduce confusion for both the client and vendor. All contracts are performance based and were initially awarded for 2 years prior to being reviewed but now run for 5 years.

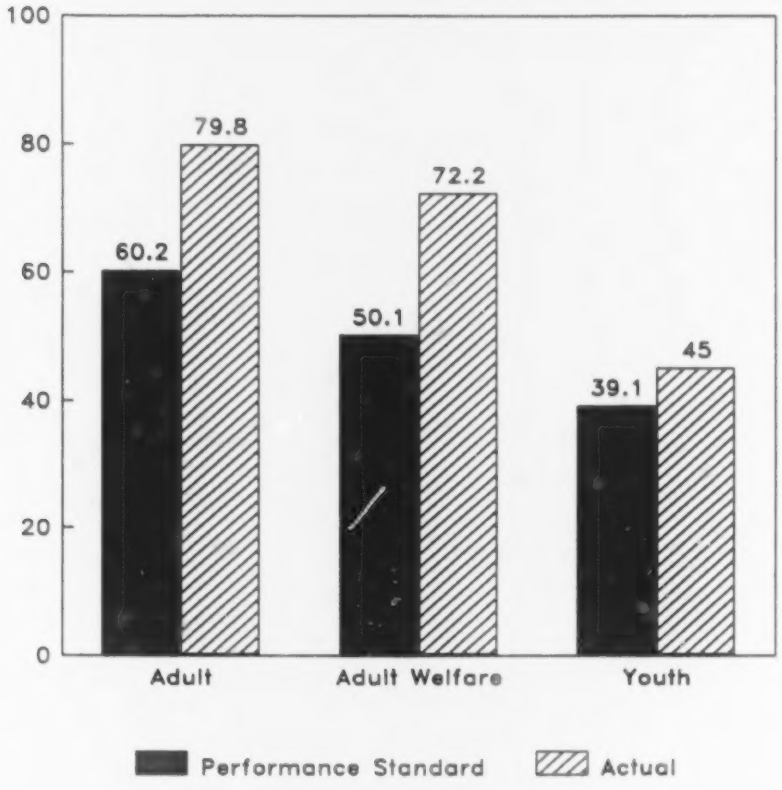
Innovative Programming

Colorado's rural communities are poor and sparsely populated with limited job opportunities. The PIC has addressed both the need for community improvement and the need for youth employment opportunities by creating community projects. A typical project for this PIC is to involve youth enrolled in summer youth programs in community improvement projects. Youth are involved in both planning and working toward the improvement target. For instance, a project might involve creating an attractive park in the middle of a town or a preschool playground. The youth help to plan the park and then work to create it. They can also take pride in the finished project.

Another summer youth project involves sending youth to a community college for a week of career exploration in the health fields. The youth are then placed in community agencies delivering health-related services. Other projects have involved archeological digs, summer recreation, and solar construction.

The PIC has defined dislocated workers to include farmers and small business people who are on the verge of losing their farms or businesses. Using Title III monies, the PIC works with community colleges and local economic development efforts to identify consultants who can provide immediate assistance to the farmer or business person. Eligible small business owners then enroll in business and entrepreneurship courses with the goal of stabilizing the business or farm operation.

ENTERED EMPLOYMENT RATES
COLORADO PY88



Category	Performance Standard	Actual Result	Variance
Adult Average Wage upon Entered Employment	$4.75	$5.28	11%
Adult Average Cost per Entered Employment	$4,329	not available	
Youth Positive Termination	66.1%	75.8%	15%
Youth Cost per Positive Termination	$4,799	not available	

In a similar effort the PIC and the State Office of Economic Development have supported the cottage industries and worked with communities of artisans to improve and market their creations. In one community with a 48 percent unemployment rate the PIC and the State Office of Economic Development office worked together to provide a group of artists with small business skills, marketing information, and product improvement skills.

As mentioned earlier, the teen parent population of this SDA is large. One focus for this group has been an effort launched with the State Department of Social Services to provide young mothers with graduate equivalency diplomas (GED's), work experience, and child development knowledge. The mothers are matched with an older person who assists with child care in the home while the mother becomes reinvolved in school.

The PIC has addressed both the need for community improvement and the need for youth employment opportunities by creating community projects. A typical project for this PIC is to involve youth enrolled in summer youth programs in community improvement projects.

Evaluation and Performance Standards

The Rural Colorado PIC serves approximately 1,800 adults and 1,500 youth each year. In Program Year 1987, the PIC met or exceeded all seven performance standards. The PIC uses a local regression model in reporting on the performance standards. As of July 1989 the PIC's adult entered employment rate was 79.6 percent, and average wage at placement was $5.28. For youth the positive termination rate was 75.8 percent, with a 45 percent entered employment rate. The following exhibit displays these standards.

Many PIC respondents felt that the performance standards were overly rigid and that there should be more local leeway. They also felt that there should be a way of targeting certain groups for continued support services for 6 months to 1 year following job placement. Another area of concern was that youth needed to be served at age 14. Respondents felt too many youth were falling through the cracks due to school suspensions and absenteeism.

Ongoing monitoring and program evaluation is the responsibility of the Planning and Evaluation Unit (PEU) within the ORJT office. In the process of monitoring programs, the ORJT/PEU utilizes desk reviews, onsite reviews, written reports, corrective action, technical assistance, and followup activities. The ORJT/PEU conducts four types of monitoring focused on the vendor's compliance with the contract, performance goals achievement, the quality and effectiveness of the program, and substantiation of the "reliability of placement and other contract units reported by the contractors." In some instances an onsite review is conducted for the verification of reported entered training rate, training completion, placement validity, and hourly wage. Trainees are followed up by the vendor after 30 days and oy the State after 6 months.

SUMMARY AND ASSESSMENT

The Rural Colorado PIC, in conjunction with the LEO Board, delegates the operation of PIC programs to the ORJT, which is housed in the Colorado State Department of Local Affairs. The PIC is comprised of 33 members appointed by the LEO Board and is proportionately representative of each of the nine State planning regions. There are also three statewide representatives. The PIC assigns operation of the programs to the ORJT in three regions and contracts with

three CBO's that serve the remaining service areas.

A major focus of the PIC is the creation of jobs through linkage with economic development efforts in local communities. Many of the PIC's programs and initiatives focus on the effort. The PIC uses the local regression model for the performance standards reports.

Interviewees believe that the PIC is exemplary because of its outstanding and long-term staff, a succession of strong directors, and the cohesiveness of the group. Members are committed to the PIC's goals, make sacrifices to attend meetings, and are active in PIC affairs. The close, collaborative relationship between the Council members, vendors, and PIC staff is seen as positive.

BUSINESS AND INDUSTRY EMPLOYMENT DEVELOPMENT COUNCIL, INC.

Pinellas County, Florida
Sally Snyder, Executive Director
Judith Flynn, Chair

The Business and Industry Employment Development Council, Inc., is the Private Industry Council (PIC) serving the Pinellas County service delivery area (SDA). Pinellas County, on Florida's west coast, is an urbanized area encompassing the cities of Clearwater and St. Petersburg with a 1986 population of 815,000. The unemployment rate for the area is 4.5 percent; the per capita income is $12,307. The PIC is incorporated as a private, nonprofit corporation.

The PIC has its origins in 1979 as an incorporated Comprehensive Employment and Training Act (CETA) PIC for the CETA consortium of the city of St. Petersburg and Pinellas County. This PIC, along with the consortium prime sponsor, managed employment and training programs in the area until late 1982. This arrangement made it difficult to coordinate programs and policies due to competing programmatic priorities between the city and county.

Prior to the onset of the Job Training Partnership Act (JTPA) in 1982, the CETA PIC chair became a strong advocate for merging the PIC and CETA consortium advisory council into a single entity to create a more efficient and effective organization. The State and the local business community also strongly supported the merger. The two councils were merged in 1982 into the current PIC. The staffs of the city and PIC were merged in 1985. This merger, along with the PIC's status as a private corporation, is widely viewed as an important element of the PIC's success.

PIC STRUCTURE

The Pinellas County PIC consists of a 21-member Board with each member having an alternate. At the time of the site visit, there were 10 members from the business community and 4 vacancies, giving business a 59 percent majority. Nonbusiness members represent education, labor, rehabilitation, the employment service, and community-based organizations (CBO's).

PIC staff and members solicit nominations for Board vacancies from local business organizations and agencies. For example, the Chamber of Commerce may be consulted for business members, while local education agencies may be asked for nominations in the education area. The staff screens all nominees to determine their interest in the PIC, qualifications, and ability to attend Board meetings. Names of nominees are then sent to the County Commission, which formally appoints all Board members. The commissioners have always approved all nominees recommended by the PIC.

Members serve on the PIC for an average of 5 years. New members are oriented by the executive director, who provides written materials about JTPA and the PIC and arranges tours of PIC facilities. New members also learn about the PIC through their work on the committees and from other committee members.

Attendance at PIC meetings is mandatory for all members. Full Board meetings are held bimonthly and last 60 to 90 minutes. There is occasional logistic trouble arranging meetings due to conflicting schedules among members, and meetings are always held early in the morning for this reason. According to the PIC bylaws, members cannot miss more

than three full Board meetings or they may be removed from the Board. Lack of attendance, however, has not been a problem for the PIC.

PIC Board functions are organized around five committees. The Executive Committee, composed of all PIC officers and chairs of the other committees, is responsible for personnel decisions, administration, and internal policy of the PIC. The Monitoring and Evaluation Committee oversees program performance, evaluates program success, and makes recommendations for modifications to the full Board. The Programs Committee analyzes the SDA's labor market issues, identifies employment needs, targets populations for services, and oversees the RFP process. The Marketing Committee promotes JTPA to the public and business community. The Finance Committee monitors the PIC's financial transactions.

All PIC members are assigned to at least one committee by the Executive Committee, which maintains a balance of members from the different areas on each committee. Committee meetings are held 6 to 10 times per year and must be attended by the Board members or their alternates.

PIC staff reported that most Board members are very active and involved in PIC affairs, with a core group of members who work with staff through committees. The Council is not dominated by any one interest sector or group of individuals; rather, activity is spread across the Board. The screening process and committee structure are designed to ensure this high level of participation.

POLICY AND PROGRAM PLANNING

PIC Mission and Goals

In 1985 the PIC developed a 5-year plan for service delivery and adopted a mission statement asserting its goals:

> Through a public/private partnership the PIC is to prepare unskilled adults and youth for long-term employment within the local community and to make initial job placement.

The PIC also adopted six strategies to guide its decisionmaking, including maximizing community resources, maximizing the return on investment of JTPA funds, tying JTPA training to other services that help the whole person, and believing that JTPA is part of a larger human service system.

The mission statement and strategies emphasize serving the unskilled population using a client-centered approach that focuses on all service needs, not just employment and training. Strategies also include a policy to maximize JTPA dollars. These long-term goals commit the PIC to coordination with other service agencies in the community.

The PIC develops a 2-year plan that translates these long-term strategies into its program operations and short-term objectives.

The mission statement and strategies emphasize serving the unskilled population using a client-centered approach that focuses on all service needs, not just employment and training.

The 2-year plan development is led by the Programs Committee and also involves the full Board. The PIC staff first prepares a plan that specifies 2-year objectives, the population to be served, targeted jobs, and type of training to be provided. The State Job Training Coordinating Council (SJTCC) requires the PIC to have a joint plan and common goals with the Job Service. Input of the Job Service is provided through the staff and the Job Service representative on the PIC Board.

The PIC's policy is that the plan must be tied to community needs and permanent employment opportunities. The staff regularly consults with community service organizations, such as rehabilitative services

and CBO's, to get information on unserved eligible populations, gaps in services, and other community services available with which the PIC might coordinate. The staff presents this information regularly to the Programs Committee and uses it in developing the 2-year plan. The plan is submitted to the Programs Committee at a formal meeting. Contractors and other community groups attend the meeting to provide input.

The committee members question the staff about the plan and provide their own input. Staff and Board members asserted that there is significant contribution to the plan and active involvement by Board members. Board members are also a good source of contacts and information about other organizations with which the PIC can coordinate to leverage funding and develop joint programs. The plan may then be revised based on this input.

After approval by the Programs Committee, the plan is submitted to the full Board. Other Board members question the staff at this time and provide their own input to the plan. The final plan is sent to the County Commission for approval.

The PIC provides oversight of program operations through the Monitoring and Evaluation Committee. The staff provides periodic written reports about program operations, including performance standards and participant characteristics for each contractor.

The Committee ensures that PIC programs are meeting participants' needs and providing the proper service mix, and that participants are receiving the training promised. The Committee also ensures that employers of JTPA participants are satisfied with their placements and evaluates the overall success of the PIC's programs.

The Committee reports to the full Board and makes recommendations on program modifications as needed, based on the results of these evaluations. In addition, the Committee obtains evaluations by contractors, participants, and employers on the performance of the PIC itself through periodic questionnaires.

Policies Regarding Service Populations and Vendors

As indicated by its mission statement, the PIC is committed to serving clients most in need. Florida State goals for JTPA programs require significant emphasis on welfare recipients, the handicapped, offenders, and dropouts. This population includes adults and youth at the lowest skill levels who experience significant barriers to employment.

The PIC maintains ties to public agencies and CBO's that serve these groups, which allow it to monitor the needs of this population and alert it to opportunities to provide employment training. These ties are both formal, through CBO and rehabilitative service agencies' representatives on the Board, and informal, through individual Board members and staff's personal contacts with service providers and community groups.

The PIC spends about 29 percent of its funds on services to the handicapped and has initiated or been involved with programs serving the homeless, recovering substance abusers, school dropouts, aging foster care children, and youth in the juvenile justice system.

. . . the PIC is committed to serving clients most in need. Florida State goals for JTPA programs require significant emphasis on welfare recipients, the handicapped, offenders, and dropouts. This population includes adults and youth at the lowest skill levels who experience significant barriers to employment.

The PIC uses a Request for Proposal (RFP) process for job training contracts and through Program Year (PY) 1988 had performance-based contracts. Sixty percent of contract funds were awarded after a 30-day

retention in unsubsidized employment. CBO's in the county with experience serving target populations are given preference. Contracts are for 2 years, with the second year renewed automatically if the contractor has performed satisfactorily and funds are available.

COORDINATION AND COMMUNITY RELATIONS

The PIC has a broad definition of employment and training services that includes the provision of supportive services. The limited availability of supportive services, along with JTPA's 15 percent spending limit for such services, result in the PIC's emphasis on interagency coordination as a mechanism for obtaining this support for clients. State policy and the PIC's own objectives also encourage coordination, although the PIC has no specific funds set aside for such activities. The executive director described the PIC's coordination approach as need driven. The PIC focuses on the employment- and training-related needs of the community, determines the relevant resources available, and then coordinates these resources and involved agencies to address the needs.

The PIC and the Job Service of Florida have combined their resources into WORKFORCE, a single, jointly operated program of intake, testing, assessment, referral, and placement.

An important mechanism for the PIC's coordination has been the Interagency Committee on Planning and Education (ICOPE). ICOPE is composed of the directors of all major public organizations and funders in the county, including the PIC executive director, the United Way, the Area Agency on Aging, the Juvenile Welfare Board, the school Board, the Health Council, and the county government. The organization's first major task after its founding was to prepare a comprehensive needs assessment of the community, which was completed in 1986. This document identified 33 need areas in the county and was used as a basis for developing a 5-year plan for addressing these issues. The plan has been used extensively by service agencies in Pinellas County, including the PIC.

ICOPE operates with a problem-oriented, information-exchange approach. Committee members first identify a problem, develop a plan to address the problem, and explore funding mechanisms that will allow the plan to be implemented. The different organizations may agree to fund a service program to deal with the problem and often use their funds to leverage other funds. The PIC has been an active and enthusiastic supporter of ICOPE. Examples of problems addressed by ICOPE with which the PIC has been involved include homelessness, lack of transportation, and shortage of day care services.

The PIC maintains an extensive network of contacts with local agencies and community groups to remain informed of other opportunities for coordination.

The PIC has also coordinated extensively with the Job Service of Florida. The two organizations finalized an agreement in 1986 to combine the resources of both organizations into WORKFORCE, a single, jointly operated program of intake, testing, assessment, referral, and placement. WORKFORCE operates from five sites in the county and allows the PIC to promote all job training and placement activities using a single name and phone number. All PIC and Job Service clients are referred to and serviced through WORKFORCE. This combined program has resulted in more efficient use of services and has minimized duplication. The program has been promoted extensively to local employers, and PIC staff

reported that the use of a single name and point of contact has facilitated marketing efforts and employer acceptance.

The PIC has also been active in welfare reform, coordinating with the Department of Health and Rehabilitative Services (HRS), the State agency that administers Aid to Families with Dependent Children (AFDC). HRS refers AFDC clients who have never held a stable job to Project Hope. This program, operated under contract to the PIC, provides training in occupational skills and personal development. Clients also receive job placement assistance or are referred to further training. In addition, HRS operates Project Independence, the State welfare reform program, in close cooperation with the PIC. This program provides referral and placement services for HRS clients.

The PIC is well connected to the local school system and area vocational education institutions. The school system provides teachers and training for adult remedial training and vocational education under contract to the PIC. There is also joint planning with the school system through the county education representative on the PIC's Programs Committee.

The PIC is generally seen as a key player in the community and a leader in coordination efforts. Organizations that have worked with the PIC view it as a bridge between the human service agencies and the business community.

The PIC maintains an extensive network of contacts with local agencies and community groups to remain informed of other opportunities for coordination. All staff must belong to at least one outside organization and several PIC Board members sit on other boards. The PIC belongs to four area Chambers of Commerce and a local economic development agency. Organized labor is not a significant presence in Florida, but the PIC has contact with local unions through their representative on the PIC Board.

The PIC is generally seen as a key player in the community and a leader in coordination efforts. Organizations that have worked with the PIC view it as a bridge between the human service agencies and the business community. Business leaders can become informed about the human services through the PIC. Likewise, the PIC is a means by which human service providers learn about the concerns and perceptions of business leaders. Other advantages to working with the PIC include obtaining PIC-leveraged funds that allow agencies to serve more clients and provide them with additional supportive services that promote their self-sufficiency.

Coordination was most successful when all agencies were consulted and allowed to provide input and express their concerns.

PIC staff stated that coordination efforts had been very successful, but they also noted several barriers to the process. Coordination requires considerable time to develop and maintain relationships. There must be frequent meetings and other communication among parties. Turf disputes and personality conflicts were also cited as barriers. Additional barriers arose when WORKFORCE was formed because Job Service workers are State employees and PIC workers are private employees. The two sets of workers had different benefits, pay, and promotion scales. Extensive planning and meetings were required to work out these differences.

Coordination was most successful when all agencies were consulted and allowed to provide input and express their concerns. For example, WORKFORCE has a joint Employment Service-PIC Planning Committee. There was general agreement that commitment was the key to coordination. The involved agencies must want to create a more efficient, less duplicative service system and be committed to carrying out this process.

CHAIR AND MEMBER LEADERSHIP

PIC Chair

PIC Board members elect their chair for a single 2-year term. Originally the chair served only a 1-year term, but it was soon discovered that the chair needed more time to learn the role and perform more effectively. The vice chair succeeds the chair after the term expires. Both the chair and the vice chair must be prior committee chairs. The PIC has had a succession of very effective and influential chairs from major businesses in the community. Chairs have had extensive business contacts and have been very visible.

The PIC's seventh and current chair is Judith Flynn, a founding member and president of Environment and Natural Resources Group of Geonex, a locally based large business. She had been on the PIC for 3 years before being elected chair and was nearing the end of her first year as chair at the time of CSR's site visit. She felt she was elected chair because she had shown dedication to the PIC; was a hard-working, involved member; and knew the work required to be chair.

Ms. Flynn believes that the chair should play the role of an integrator. The individual Board members represent different interests and program areas. The chair must integrate these different views into a single viewpoint that represents the best interests of the community. The chair must ensure that no special interest or single area becomes too dominant. Ms. Flynn also defined the chair as a leader who motivates others to get involved and underscores the importance of the PIC. The chair ensures that the PIC programs are well run and that clients are receiving the services they need. The PIC chair should also have some power in determining PIC operation and contract decisions. In Pinellas County, this power stems from the chair's ability to determine the PIC's committee structure.

Ms. Flynn stated that she spends a great deal of time each month on PIC-related activities, including preparing for Board meetings and recruiting new members. She feels that the PIC works as a team and believes that the PIC's success results not from specific activities performed by individual members but from strategic alliances formed by the PIC with existing community resources. The Chair's role is to help forge these alliances, which have allowed the PIC to leverage funds and continue to serve clients with less money. The PIC's goal is to build jobs for the community. According to Ms. Flynn, the PIC supports activities that work toward this goal without regard to whether the PIC controls project activities.

Board Members

The PIC Board membership has been relatively stable since the PIC was reorganized in 1982. Many members served as alternates prior to being appointed full members, and several had been on the old CETA PIC. The Board includes representatives from major corporations in the county—including GTE, Honeywell, and Florida Power—along with several small companies. Business members are presidents, vice presidents, managers or owners of their businesses.

CSR staff interviewed five Board members from different program areas. All members had been employed in their professions for 10 or more years and appeared to be well tied to the program area they represented. While the PIC is required to have a majority of business representatives, the members interviewed did not feel that the PIC was dominated by business but that there was relatively equal participation by members representing the other areas. Public-sector members include program administrators and supervisors from the State rehabilitation agency, employment service, the school district, and a local community college.

The Board members stated that they worked on PIC activities 4 to 8 hours per month. Most of the work involved preparing for and attending committee meetings and the

full PIC Board meeting. The time commitment varied depending on the time of the year and committee membership, with one member of the Programs Committee working as much as 40 hours per month reviewing proposals.

The Board members stated that their primary role on the Board was to ensure that the constituency they represented was presented and served by the PIC's employment and training activities. Members brought to the PIC a perspective and understanding of their area and the needs and barriers involved in serving the different segments of the population. One member stated that she helped the PIC be more mindful of the human element involved in the unemployment problem and helped ensure that the PIC was not driven just by legislative concerns, such as the performance standards.

Board members from the human service areas stated that the major benefit to working with the PIC was that their clients received better services. The PIC's coordination activities were viewed as reducing duplication, allowing available funds to be better spent. This was believed to improve the quality of services as well as allow a greater number of people to be trained and employed.

While meetings were sometimes difficult to arrange and attend, members did not cite any barriers to PIC participation. The PIC work was time consuming, but PIC members were committed to working on the Board, and they did not consider this to be a significant barrier.

PIC STAFF

The Pinellas County PIC has a staff of 33 that performs administrative and operational functions. Under the executive director is the assistant director, who oversees operations and planning; the fiscal director, who is responsible for all financial matters and the management information system; and the director of marketing and public information, responsible for all marketing, corporate communication, and recruitment. An operations supervisor serves under the assistant director and supervises staff at three WORKFORCE sites and special projects operations. The staff also includes an outreach specialist and an executive and administrative assistant.

The executive director has worked for the PIC since its inception. She has an administrative background in personnel, human services, and employment and training. The assistant director, who has held this position for 3 years, has a varied background in the human services, psychology, and business and served as vice president of a small corporation for 5 years. The remaining executive staff positions are held by individuals with university degrees in business or social service fields.

Staff members are assigned to each of the PIC's committees and must attend committee meetings. The executive and assistant directors attend all PIC Board meetings; other staff may also attend if appropriate. Staff members perform all background work and prepare briefing materials for the PIC Board and committee meetings. These materials present programmatic and policy alternatives to PIC Board members. The committee and full Board meetings are the major source of interaction between PIC staff and Board members.

The staff enjoys considerable autonomy, getting overall policy direction from the PIC Board. The staff employs a collaborative approach toward developing new programs or operations and makes formal presentations to the appropriate committees when new proposals are developed. Committee members then provide input to the staff, which often leads to a revision of proposals. The staff then presents these revised ideas to the full Board, which may provide further input. Contractors and members of the public also may attend meetings and provide input.

The executive and assistant directors cited three major accomplishments of the staff. First, staff played an important role in facilitating the merger of PIC and Job Service activities into WORKFORCE. Second, the

PIC has an extensive promotional and public relations campaign to recruit both employers and participants. The campaign has received both State and national recognition. Finally, PIC staff has assisted in developing innovative programs that assist the hard-to-serve; those serving the disabled have been particularly successful.

PIC Board members interviewed cited the staff, especially the executive director, as an important reason for the success of PIC programs.

RELATIONSHIP WITH THE CHIEF ELECTED OFFICIAL

The County Commission chairman is the local elected official who works with the PIC through the county administrator and assistant county administrator for Human Services. The county government directly operated employment and training programs, excluding planning and private-sector programs, until 1985. Since that time the county has had little involvement in PIC operations, but it maintains contact with the PIC in two ways. First, the PIC executive director and assistant county administrator serve on ICOPE. This mutual membership allows for personal interaction when necessary. The second mode of contact is through staff. The county administrator's staff interacts with the PIC Programs Committee staff and PIC executive director when necessary, especially during development of the job training plan. However, there is generally not a great deal of interaction.

The chief county administrator and County Commission review and approve the PIC job training plan, as required by JTPA. However, both the PIC executive director and assistant chief county administrator interviewed by CSR agreed that the county chooses not to be involved directly with the plan development or PIC operations. The county has deferred to the PIC on these matters and is pleased with PIC performance. There have been no major problems or areas of dispute between the PIC and the county government, and both entities are satisfied with their current relationship.

PIC PROGRAM PERFORMANCE

PIC Services

The PIC provides intake, testing, assessment, and job placement services for about 2,000 adults and 1,000 youth annually. All training services are contracted to CBO's, public agencies, or the school system through performance-based contracts. The PIC employs a case management approach with clients that tracks their progress from intake through job placement.

There are three case management teams located in different areas of the county. Teams are composed of an intake specialist, vocational counselor, job club counselor, account executive, and team leader. On entering, the client first sees the intake specialist, who performs an initial assessment. The vocational counselor provides testing and counseling to the client. The job club counselor and account executive also meet with the client, who is then referred to the appropriate training contractor. More job-ready clients may be sent directly to job club or placed immediately in an OJT position or other suitable employment. Clients referred to training are tracked by the team leader assigned to the case, who receives periodic reports from the contractor or school. After training, the contractor places the client or refers the client to the PIC job club or account executive, who places the client in an OJT slot or helps secure direct employment.

Training Contractors

Two of the PIC's contractors are CBO's, Professional Employment and Training Services (PETS) and Abilities of Florida, Inc. PETS operates Project Hope, a program for AFDC recipients which targets the hard-core unemployed who have never held a stable job. The project serves about 95 clients

annually, most of whom are female and from minority groups. PETS also operates a program for older workers under contract to the PIC and a large portion of the summer program.

Project Hope participants are usually referred by the AFDC program or Project Independence, which provide support services to clients while they receive training. PETS also provides day care, transportation, and medical services to clients while they are enrolled. Participants are given an orientation, sent to the PIC for testing, and then provided a training course in personal development and occupational skills. Most clients are placed in an OJT job after completing training. Placement is individually driven, and PETS employs job marketing account executives who obtain placements.

Abilities of Florida operates training programs for the disabled and has a contract with the PIC to train and place about 100 clients annually. Abilities normally recruits its own participants and performs its own assessments. Participants in PIC-funded programs are long-term and severely disabled, with more than one impaired life function.

Abilities provides classroom training in computer-related occupations. Training times vary by occupation. Job developers place clients in OJT and other placements following training. Abilities enjoys strong support from the local business community and is assisted by its longstanding status in the community and its founding by the Committee of 100, a local business group.

Innovative Programs

The PIC prides itself on its innovative programs that serve difficult-to-serve populations or use a unique approach to providing employment. Its largest such program is Neighborhood Care for Kids, designed to teach single heads of households to become child care providers in their own home-based, small business. The PIC identifies clients interested in the project and tests and refers them to an 11-week training program taught at a local vocational school. Participants receive training in small business management and child development and are given assistance in obtaining licenses and certification of their homes for day care. The program, now in its third year, has enabled more than 100 women to open child care centers in their homes. The PIC receives funds and support from a major corporation in the county for this project, which allows participants to bring their homes up to licensing requirements.

The PIC prides itself on its innovative programs that serve difficult-to-serve populations or use a unique approach to providing employment.

Evaluation and Performance Standards

The PIC monitors the performance of all contractors through the Monitoring and Evaluation Committee. The committee receives periodic and annual reports about all contractors; the reports describe characteristics of participants served and individual contract performance standards. The committee makes recommendations to the full PIC regarding deficiencies in performance and program modifications. The committee also establishes monitoring guidelines to ensure uniform evaluations and evaluates the overall success of PIC programs in meeting the needs of the eligible population. Contractors having difficulty meeting their goals are given technical assistance by the PIC to help them improve performance.

The PIC has exceeded its performance standards every year of its operation. For the first 9 months of PY88, the total entered employment rate was 78.8 percent, with an average wage at placement of $5.03 and followup employment rate of 60.1 percent. Cost per entered employment was estimated at approximately $1,500. The State adjusts performance standards statewide but not locally for Pinellas County. Performance

standards are shown in greater detail in the following exhibit.

Despite their success in exceeding performance standards, PIC staff and contractors did not feel the standards were good measures of program performance. Staff believed the standards were relatively easy to meet but did not reflect the quality of training, whether programs were serving the population most in need, or whether programs were meeting the employment needs of the community. Contractors stated that performance standards made it difficult to provide long-term training and meet the needs of hard-to-serve populations. However, the PIC has been flexible in setting standards to account for these problems for individual contractors.

The PIC's approach is to produce very high performance in its efforts to train and place the less hard-to-serve to allow for the greater problems serving more difficult populations.

The PIC's approach is to produce very high performance in its efforts to train and place the less hard-to-serve to allow for the greater problems serving more difficult populations. Overall, the PIC has shown a commitment to meeting the needs of the hard-to-serve and has not been hindered from doing this by performance standards.

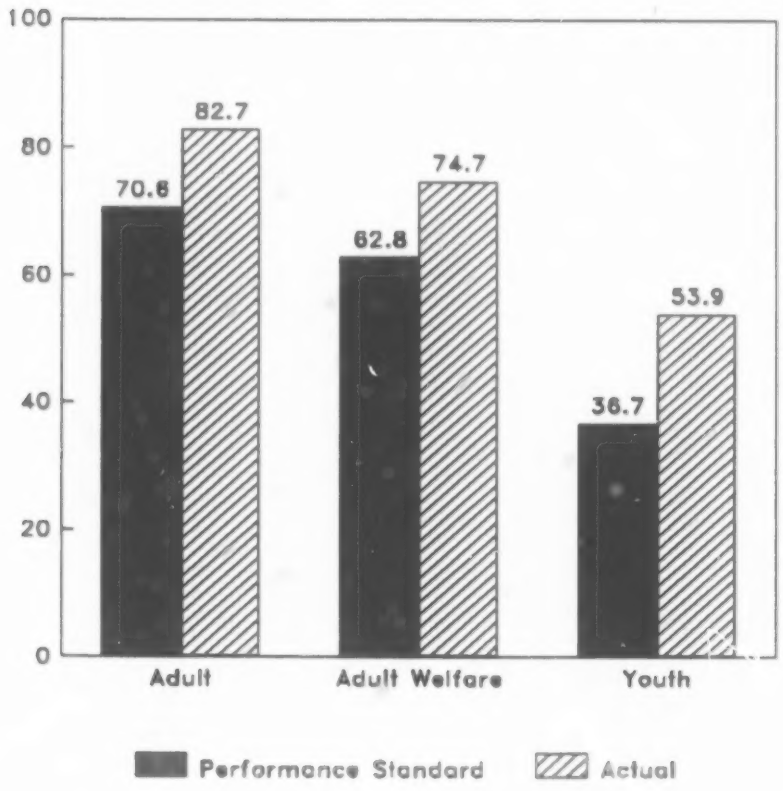
SUMMARY AND ASSESSMENT

The Business and Industry Employment Development Council is the PIC serving the Pinellas County SDA, a medium-sized urban/suburban county in western Florida. Council members are appointed to indefinite terms and meet monthly. The 21-member council operates through 5 standing committees and is supported by a staff of 33. The PIC is incorporated as a private, nonprofit corporation and operates independently of the county government, which is minimally involved in PIC activities.

The PIC places great emphasis on serving hard-to-serve populations and coordinating with other agencies. It operates three single-point-of-entry centers for participants jointly with the Job Service of Florida. The PIC provides participants with testing, assessment, and referral as well as direct placement into OJT and placement assistance after training. All training is contracted to CBO's, the school system, or other agencies. The PIC operates several innovative programs—including Neighborhood Care for Kids, which assists single heads of household in establishing child care centers in their homes—as well as programs for the disabled and long-term welfare recipients. PIC programs have consistently exceeded all performance standards.

The PIC's coordination efforts appear to be a key component of its success. The PIC is intimately tied to all major agencies, funders, and businesses in the SDA through interagency agreements and joint membership on boards of multiple community organizations by PIC staff and Board members. Long-term planning is a hallmark of this interagency collaboration. The PIC's planning is problem driven, emphasizing solutions to problems facing the community and leveraging PIC funds to develop client-centered programs that address community needs. Other factors in the PIC's success appear to be a succession of strong, well-connected chairs that are influential in the business community; active involvement and commitment of PIC members from both public and private sectors; an experienced, well-organized staff; and a dynamic, highly committed executive director.

ENTERED EMPLOYMENT RATES
PINELLAS COUNTY PY87



Category	Performance Standard	Actual Result	Variance
Adult Average Wage upon Entered Employment	$4.43	$4.72	6.5%
Adult Average Cost per Entered Employment	$3,413	$1,755	48.5%
Youth Positive Termination	79.6%	84.7%	6%
Youth Cost per Entered Employment	$3,518	$2,365	33%

PRIVATE INDUSTRY COUNCIL OF ATLANTA

Atlanta, Georgia
Wynn Montgomery, Executive Director
William W. Allison, Chair

The Atlanta metropolitan area, comprising seven counties, is a major regional center for the southeastern United States and home to Federal regional offices. Atlanta's single largest employer is Hartsfield Atlanta International Airport, the largest airport in the United States. The Atlanta area is home to Bell South, Turner Broadcasting, Coca Cola, Delta Airlines, and many other large national and international companies. The Georgia World Congress Center, the largest single-floor exhibit space in the country, makes Atlanta the third-ranking convention city in the United States. Business generated through conventions contributes approximately 1 billion dollars to the local economy each year and employs many of Atlanta's citizens.

Atlanta's 1985 population was 430,000. Approximately 69 percent of the city's population is black, and 46 percent of Atlanta's population earned less than $14,000 in 1985. Two-thirds of the workforce is employed in the service industry, retail and wholesale sales, or government. Both the State and county government are housed within the city limits of Atlanta.

Atlanta, like other major urban areas, suffers from a lack of adequate housing for the poor, job relocation to the suburbs, inadequate transportation to those jobs, and high housing costs. Atlanta's homeless population estimates range from 5,000 to 7,000. About 20 percent of the homeless are women with children; 40 percent are deinstitutionalized individuals. Atlanta's unemployment rate is 7 percent, while unemployment in the adjacent metropolitan areas ranges from 2 to 5 percent.

The staff of the Atlanta Comprehensive Employment and Training Act (CETA) program, operating through the city government, served as a transition team to the Job Training Partnership Act (JTPA). This staff—working with members of the CETA Private Industry Council (PIC), and key community and business representatives—formulated the plan for JTPA. There was a strong push from the business community and the governor to create a seven-county metropolitan service delivery area (SDA) including the City of Atlanta. However, elected officials in the city and in DeKalb County exercised their right to request designation as separate SDA's. As a result, the Atlanta metropolitan area includes four SDA's, one of which is the City of Atlanta. The Atlanta PIC has taken a leadership role in ensuring communication and coordination among these SDA's.

PIC STRUCTURE

The PIC was incorporated as a separate entity in 1983 and contracted with the city for the delivery of services. The staff of the PIC remain city employees but are solely responsible to the PIC executive director, who serves at the pleasure of the PIC Board. The executive director has authority to both hire and fire all PIC employees. As city employees, the PIC staff members are nonmerit and unclassified personnel, which keeps them insulated from city transfers and labor disputes. The city provides many services to the PIC, including telephone and accounting services. This unique relationship is credited with maintaining the strong partnership between government and business.

The PIC operates out of the Department of Community Development, one of three economic development divisions within the city government. One of the city's goals for the PIC is to establish firmer relationships with the other two economic development divisions, thus expanding the PIC's role in

the total economic development picture of Atlanta.

The PIC consists of 29 members representing major corporations, small businesses, and other groups specified in the JTPA legislation. A unique feature of the Atlanta PIC is the inclusion of three community-based organizations (CBO's) and two labor representatives. Those interviewed felt that these two groups brought important perspectives to the council and supported the PIC's understanding of the groups targeted for JTPA assistance. The private sector holds a slim majority of 15 seats.

Private-sector members are nominated by the Chamber of Commerce. Multiple nominations are obtained for each of the other seats whenever possible. In the case of organizations like the State Employment Service and local welfare agency, the PIC specifically requests the agency director to serve or designate a representative. The executive director works with the mayor's office to pool nominees. The mayor then appoints members to 2-year staggered terms. Members may be reappointed if they choose. Nonactive members are replaced.

All PIC members hold key positions within their organizations or companies. One of the PIC's long-term goals has been the nomination of business owners or individuals with decisionmaking authority in their companies. Current members include the Vice Presidents for Equifax, Inc., Coca-Cola Company, American Express Travel Service, Delta Airlines, Inc., and Trust Company Bank, Atlanta. Other members are owners or managers in their companies.

Members receive a 2-hour briefing prior to their first meeting. The executive director reviews bylaws, the training plan, minutes, and reports with new members. Members are encouraged to attend a comprehensive new member training conducted by the State three times a year. These statewide training sessions provide an orientation to JTPA, the role of the State, and the role of the SDA.

The full PIC meets every other month for 1½ to 2 hours. Attendance varies but always exceeds 50 percent or more of the Board at each meeting. None of the members interviewed cited problems with meeting attendance other than their own schedules and job demands.

The PIC activities are carried out largely through an active committee structure. Each committee's responsibilities are carefully outlined and disseminated to the membership in written form. In addition to the Executive Committee, there are seven standing committees. In brief, these are:

- The Coordination Committee, which reviews funding proposals for Vocational Education (8 percent) set-aside funds and the Older Worker program.
- The Evaluation Committee, which reviews monthly program performance, assists in the recruitment of evaluators for onsite evaluations, and periodically reviews the onsite evaluation process.
- The Finance Committee, which ensures compliance with State fiscal requirements, reviews budgets and expenditure rates, and identifies sources to supplement Federal resources.
- The Intake Advisory Committee, which advocates for the PIC enrollment center, meets with PIC and contractor staff to review operational issues, and participates in onsite evaluations.
- The Marketing/Public Relations Committee, which develops marketing campaigns, reviews PIC promotional publications, and promotes community awareness of PIC activities.
- The Summer Youth Committee, which designs and oversees the operation of the summer youth employment program and reviews proposals.

- The Training Committee, which acts as the PIC's primary resource for program design, matches target groups to target jobs, and participates in onsite monitoring.

An appropriate staff person is assigned to support and meet with each committee. The chair of each committee serves on the Executive Committee. Committees vary in the number meetings they hold each year and the length of time each meeting takes. These details are clearly identified in the committee description each member receives. The Executive Committee meets during the months when the full PIC does not meet.

PROGRAM POLICY AND PLANNING

In 1985 the PIC developed a comprehensive strategic plan and mission statement which is reviewed yearly. The mission statement is:

> The Private Industry Council of Atlanta views its primary mission to be the effective use of funds received under the Job Training Partnership Act (JTPA) to develop and implement programs which will (a) prepare eligible Atlanta residents to obtain and retain employment in occupations which are consistent with their interests and aptitudes; (b) enable individuals who complete these programs to reduce their dependence on public assistance; and (c) provide local employers a skilled labor force to meet their personnel needs.

The general mission statement cited above was consistent with statements made by the various Board members who were interviewed.

The strategic plan and conversations with the members reflect a desire to continue the strong leadership of the PIC, expand community linkages and recognition, expand funding sources to support wider programming efforts, maximize training to include preparation for many types of jobs, develop a proactive stance toward substance abuse in the work environment, promote active PIC member participation, serve as a change agent addressing broader employment issues with the city, expand the focus on the hard-to-serve, and recognize the societal factors influencing enrollees. Each of these issues has been addressed in a variety of programs implemented by the PIC since developing the plan. The strategic plan forms the basis of the JTPA plan.

Major concerns are promoting literacy and seeking a wider variety of better jobs . . .

The executive director indicated that the Board focuses on short-term goals during the annual planning process by looking at prior performance. Their concern is reflected in the question, "Is this good enough?" Major concerns are promoting literacy and seeking a wider variety of better jobs while maintaining good performance ratings.

During the planning process the PIC looks at both the population it serves and job availability in the area. Census data and current city demographical information are reviewed. Evaluations of the program from the previous year are also considered. The PIC then tries to match the trainees, job availability, and training programs to develop programs that are most needed and provide employers with the best workers possible.

The Planning Committee develops the job training plan for the year, targeting groups based on census data. The plan is presented to the Board for input, and then a draft is made available for public comment. The plan comes back to the full Board for approval, and, once the plan is approved, a Request for Proposal (RFP) is published and a bidder's conference held.

When proposals are submitted they are reviewed by a team consisting of PIC

associates (described under *Coordination With Business and the Unions*), a PIC Board member, and PIC staff. Proposals are rank ordered and presented to the full council for final selection. The selection is based on the dollar amount available for programs and the jobs and populations targeted in the plan. All members seem to be very active in this selection process, and almost all respondents indicated some level of involvement in the selection of service providers.

Historically, the PIC has served youth, youth and adult dropouts, single heads of households who are welfare recipients, a small number of handicapped, and the homeless. Under IIA, the PIC served 95.8 percent blacks, 24.5 percent dropouts, 5.4 percent handicapped, and 2.6 percent ex-offenders. Vendors have focused on classroom and customized training, which the PIC members interviewed strongly supported. PIC staff and council members both expressed an interest in creating more on-the-job (OJT) training slots but indicated that many employers are not prepared to participate.

COORDINATION AND COMMUNITY RELATIONS

Coordination With Other Agencies

William Allison, the current PIC chair, states that, "the PIC coordinates by its nature." The members represent the diverse elements in the Atlanta community and are active and vocal advocates for the PIC. A long-time PIC member stated that coordination was taken seriously by all members. This belief extends to the PIC's staff, with the executive director encouraging staff members to sit on various boards and advisory committees within the community.

The PIC has a special Coordination Committee which meets quarterly. This committee is charged with planning coordination activities and identifying possibilities for PIC involvement. One offshoot of this committee is a Reciprocal Planning Meeting, which brings together every conceivable agency with a shared interest in the population that the PIC serves. This meeting occurs annually. PIC staff indicated that this yearly event provided a forum for evaluation and feedback on PIC activities, suggestions for improvement, and identification of additional resources for recruitment and job placement.

One of the committee's recent successes was the resolution of a recruitment problem arising from welfare recipients' fear that their child's participation in the PIC's Summer Youth Employment Program would adversely affect their welfare benefits. The head of the State's Department of Human Resources (DHR), who was the keynote speaker at a Reciprocal Planning Meeting, resolved the problem by producing a letter on DHR's letterhead assuring welfare recipients and their caseworkers that a youth's earnings from a PIC summer job would not affect the parents' welfare payments.

". . . the PIC coordinates by its nature."

Another active coordination effort between the welfare department and the PIC is Positive Employment and Community Help (PEACH). This program replaces the Work Incentive (WIN) program and focuses on linking welfare recipients with jobs. The PIC and PEACH staff work together to recruit and certify individuals and eliminate barriers to employment. The PIC staff goes to the PEACH office twice a week to verify eligibility and recruit trainees. The two staffs meet quarterly to resolve any problems. The PEACH staff had nothing but praise for the work of the PIC and felt that the PIC's perception among clients was very positive.

Coordination With Education

Atlanta's school system is given full access to the PIC and its resources. These two agencies have many shared programs,

including efforts focused on preventing dropouts and providing students with the skills necessary to become employed in meaningful jobs. Additionally, the three education community representatives are all active in PIC activities.

In an effort to increase enrollment in the summer youth program, the PIC employed JTPA-eligible students at targeted high schools where they recruited potential enrollees for the summer programs. These peer counselors were able to identify JTPA-qualified students and discuss the possibility of enrollment. A PIC staff member was available to provide additional information and certification.

Oddly enough, the program did not appear to work at first. Although the peer information counselors talked to large numbers of students, the students did not opt to explore enrollment with PIC staff on site. The PIC noticed, however, increasing numbers of students turning up at the enrollment center a week or so after contact with the peer counselor. The staff believes that a fear of being stereotyped as poor or disadvantaged by peers observing enrollment at the high school may have caused the delay in enrollment. The PIC enrollment center offers more privacy and certain confidentiality. This example illustrates what the interviewer observed in conversations with PIC staff—programs and efforts are always evaluated carefully. The attitude seems to be, "What's happening here—why or why isn't it working?"

The PIC employed JTPA-eligible high school students to identify JTPA-qualified students and discuss the possibility of enrollment.

The PIC has several other programs with the Atlanta school district, and the two entities seem to work well together. In addition to concern for the disadvantaged, the PIC, City Hall, and the school system have an interest in addressing the problems of those 14- to 15-year-olds who are borderline JTPA eligible and want to work but can't. A committee has been formed to focus on this population.

Coordination With Business and the Unions

Perhaps one of the more interesting areas of coordination lies with the Atlanta Chamber of Commerce. William Allison, chair at the time of the interview, has taken a leadership role in formalizing the relationship between the Chamber and the PIC. The PIC holds all meetings at the Chamber office, thus making the PIC more visible and accessible to the business community.

The Chamber also recently employed a former, well-respected PIC contractor to staff its new Human Resources Department. One of her roles is to explore possibilities for Chamber linkages and activities. She sees many possibilities for initiatives using the combined resources of the PIC and Chamber. For the Chamber, involvement with the PIC helps to insure a well-qualified workforce that is responsive to the demands of area industry. For the PIC, the coordination provides access to the business community for membership, PIC associates, job placements, and training sites.

The Merit Employment Association involves community and personnel vice presidents in Atlanta area businesses who meet to discuss positive ways for business and education to interact. They have launched such programs as career days and teacher/industry exchanges and have provided scholarships for Atlanta students. They have also supported the mentoring program described under *Innovative Programming*. PIC staff members actively support these programs.

Business support is enhanced by a network of PIC associates. The associates are volunteers from both the business and public sector. This group supports PIC activities through proposal review, onsite monitoring, technical assistance, and a variety of other activities. Many have expertise in a particular training area or in training design.

This group was perceived by both staff and members as greatly enhancing the PIC's ability to implement its goals and maintain high-quality programs. Employers provide the associates with release time. Their companies benefit through an improved workforce and having their need for community involvement fulfilled.

All PIC meetings are held at the Chamber of Commerce, making the PIC more visible and accessible to the business community.

Atlanta is not a strong union area, and, therefore, coordination activities are limited. The PIC, however, does seat two representatives from labor. These two individuals are described as strongly supportive of PIC activities.

Benefits and Barriers to Coordination

Respondents indicated that involvement with the PIC provided new strategies for serving a client population. They indicated that the coordination activities extended resources and deterred duplication.

Those interviewed cited JTPA's income-eligibility guidelines as one barrier to coordination. Some of the agency's working with the PIC also noted that differing eligibility guidelines sometimes made working together difficult. Another problem is the perception that the program is for low-income people. This perception sometimes lends to lack of involvement. Members also mentioned continuing problems with "turf guarding."

Other Coordination Activity

The city of Atlanta, as noted earlier, is attempting to "institutionalize" the PIC and bring about a greater awareness of its role through such efforts as the "First Source Jobs" policy. Several PIC members also serve on State level committees such as the State Job Training Committee. Individual members and the executive director have been active in giving testimony and providing information to the State.

The PIC is linked to both the general business community and CBO's through the coordination activities described above. The PIC seems to be well respected by those with whom it works and is looked upon as a focal point for coordination. Despite all of these activities, however, respondents felt the PIC could be better known within the general community.

CHAIR AND MEMBER LEADERSHIP

Chair Leadership

The Atlanta PIC has been well served by a succession of highly influential corporate leaders from such companies as Georgia Power, Equifax, and Bell South. The chair at the time of the site visit was William Allison, vice president for civic affairs at Coca-Cola. Mr. Allison, elected in 1987, is the PIC's fourth chair. He has been a PIC member since its inception.

Prior to joining Coca-Cola, Mr. Allison served with the Carter Administration and as director of a CBO in Atlanta. Respondents felt that one of his strengths as a PIC chair was his professional background in human services coupled with his experience in a key position with a major company.

He feels that his role is to provide leadership for the Board. He describes his management style as one of delegating responsibility and maintaining accountability. His time on PIC activity varies but includes a minimum of 1 day per month.

Those interviewed described Mr. Allison as someone who worked well with the PIC's committee structure, was able to state his position without stepping on anyone's toes, and was an asset to the PIC. He is credited by other members for achieving the linkage with the Chamber described earlier. He takes an active role in the PIC, including personally

phoning members who are absent from meetings.

He has also initiated a system for ensuring the continued strong leadership of the PIC. The Atlanta Chamber of Commerce has created a volunteer position titled vice president for human resource development. This position is always held by a senior individual in a major Atlanta business. The individual who fills this position will concurrently be appointed to the PIC in the role of vice chair and will become chair of the PIC following his term with the Chamber.

PIC Members

CSR interviewed eight PIC members representing a variety of organizations. Nine of the 29 members have been on the PIC since its inception. Others have served from 1 to 3 years. As mentioned earlier, all PIC members hold key positions in their organizations.

The members are active in all aspects of the program. Several have combined their activity on the PIC with corporate interests to launch special projects. For instance, Project LAW and the Summer Mentor program were both the brainchilds of PIC members who became directly involved in their implementation. Both of these programs are described under *Innovative Programming*.

PIC members varied in the time devoted to PIC activity. Some spent as much as 20 hours per month, while others cited 3 to 4 hours per month. The amount of time devoted depended on their involvement. Those conducting site visits or reviewing proposals indicated that they spent more time on PIC business during specific times of the year.

As a group, the PIC functions by consensus and abides by agreed-upon rules. An example was given of recent efforts to automatically re-fund contractors who met four pre-established performance criteria. Only three contractors met all four criteria—and only a few met three of four. One contractor in the latter group was an organization serving only persons with disabilities. PIC staff recommended automatic re-funding for this contractor because it had achieved three of the criteria and missed the fourth (placement rate) by less than 10 percent while serving a difficult-to-serve target group. The Board rejected the staff recommendation because the RFP, which specified the conditions for automatic re-funding, had not included any provision for special circumstances.

Although the only barrier to participation cited by PIC members was their own schedules, many benefits were cited. For instance, the labor representative felt that his PIC work meshed with his job functions. He felt that he was able to bring a different viewpoint to the Board and that he was listened to. Others mentioned greater awareness of community needs, lack of duplication, and better programs.

Perhaps because of their very active involvement in the operations of the JTPA program, Board members seemed well versed in all aspects of the legislation. None of the respondents indicated concern with Economic Dislocation and Worker Adjustment Assistance (EDWAA) Act or the Worker Adjustment and Retraining Notification (WARN) legislation.

PIC STAFF

The executive director of the Atlanta PIC is Wynn Montgomery. He holds a masters degree in Urban and Public Affairs and has extensive experience in business, management, research, and training. He was deputy director and then director of CETA for 9 years and was active in planning the transition to JTPA. He has been executive director since the PIC's initiation.

Much of the credit for JTPA's success in Atlanta is given to Mr. Montgomery. Those interviewed cited his knowledge of job training and the city's political and organizational structure as well as his leadership abilities as key factors in the PIC's success. The staff described him as a perfectionist who allows those working for

him to do their jobs. PIC members described him as unafraid to take risks, responsive to PIC goals, supportive of staff, creative, and dedicated.

The PIC is staffed by 21 administrative staff persons and 14 enrollment center staff persons. During the summer an additional 70 persons are employed for the operation of Title IIB programs. Many of the staff have been with the program from its beginning, and several possess substantial experience in employment and training.

In order to manage this large staff, the executive director has formed a "leadership team" which meets every 2 weeks to review, plan, and establish goals. The team includes the executive director, Enrollment Center director, director of the summer program, lead monitor, Fiscal manager, business resource manager, director of community support, and administrative assistant. The executive director encourages staff growth and creativity. The staff has gone on leadership retreats and been encouraged to select current areas of interest (e.g., literacy, homelessness) in order to become in-house experts.

The staff is proud of a variety of accomplishments. Its ability to react to situations of high need in a relatively short time is demonstrated by its work in assisting with employment in the Underground Atlanta project. The Underground is a huge entertainment and shopping complex located in the heart of the city. In order to meet an opening deadline, the city, the PIC, and the Georgia Department of Labor situated themselves in an old building near the complex and in a matter of weeks had an office open to recruit and screen potential workers for the complex. Some of the potential workers were JTPA eligible and were certified for participation in PIC programs. The PIC supported the city by offering a bank of screened applicants, interviewing space for potential employers, screening for tax credits, and training programs.

The establishment and opening of the Enrollment Center is seen as another accomplishment of the staff. The PIC had always contracted enrollment center operations to a vendor. Potential clients were lost due to paper work and lack of followup. The staff took over the center, and those interviewed felt that, as a result, the center was more responsive and there were fewer client "dropouts."

Vendors and staff have a good relationship and work well together. In order to highlight the importance and achievement of contractors, PIC staff developed an Academy Awards presentation. The awards are presented at a formal ceremony to those whose performance is outstanding. Humor is included as the staff selects those who will receive "Dubious Achievement" award. PIC members indicated that this event portrays a level of trust between the contractor and the PIC.

The core staff have frequent contact with the Board. Some serve as staff members on the various PIC committees. There are three positions with the title of planner. The planners work closely with the council writing the RFP, reviewing proposals, writing the contracts, and conducting the evaluations. They also have responsibility for special PIC' projects.

Each department within the PIC has also conducted its own strategic planning session, establishing a mission and goals. These are clearly written statements and descriptions of each unit's particular responsibility.

RELATIONSHIP WITH THE CHIEF ELECTED OFFICIAL

Atlanta's mayor, Andrew Young, is described as a strong supporter of the PIC who has attended some of the meetings and been an active participant. He is kept informed of PIC activity on a weekly basis through his chief administrative officer, quarterly management plans, and a formal review conducted three times a year. There appears to be an open and frequent communication system established between the PIC and Mayor Young's office. Respondents did not feel that major

differences existed with the mayor. Respondents did, however, express some concern that this positive relationship could change under a new mayor.

The City Council is also kept informed of PIC activities through frequent presentations by the executive director. There are some council members who frequently question PIC activity. Most respondents felt that their doubts, to some extent, arose from a lack of information and residual distrust from CETA days.

As stated previously, the city is working toward the integration of the PIC into the total economic development plan. For instance, the city recently passed legislation requiring businesses receiving Federal dollars or other incentives from the city to go first to the PIC for employees. This "first source" jobs policy recognizes the PIC's place within the city structure and serves to make employers more aware of PIC activities.

PIC PROGRAM PERFORMANCE

PIC Services

The Atlanta PIC has won numerous awards for program performance and innovation. The most prestigious one has been the 1987-88 Department of Labor Presidential Award. The Atlanta PIC serves over 1,700 individuals in its full-year program and over 1,600 youths in its summer program. The program is client centered.

All potential enrollees enter the system through the PIC Enrollment Center. Applicants "walk in," are recruited by staff and contractors, or are referred by service agencies. The Enrollment Center has responsibility for eligibility certification, orientation, assessment, counseling, referral to appropriate vendors, and/or job referral. Concurrently, the Enrollment Center assists in ensuring that the client has child care, transportation, and meal allowances. Child care and transportation are continued for 30 days after completion of training while the individual seeks employment or begins a job. Contractors are encouraged to identify other sources for the continuation of child care, transportation, and meal supports. Vendors do additional testing once the individual is referred to them.

Contracts are issued by RFP process and reviewed by a team consisting of at least one PIC member, a PIC Associate, and a staff member. The PIC re-funds major contractors for a second year without resubmission if performance meets pre-established criteria.

Major Training Contractors

The majority of training under JTPA is class sized or customized. There are approximately 17 vendors for training, including profit and nonprofit organizations as well as vocational and other schools. Much of the training is focused on the service-oriented economy stimulated by Atlanta's attraction as a convention site. The PIC has replied to criticism of this training focus by demonstrating the potential for upward mobility within the industry, the wide array of jobs, and the demand for employees in the area.

Training is on a fixed-unit price, performance-based basis. Each contractor is expected to place clients in jobs following completion of the training component. Training includes occupations such as auto repair, clerical work, building maintenance, retail sales, and hotel and restaurant occupations as well as other areas. All contractors must have advisory committees that include representatives from businesses with expertise in the contractor's area of training. All training curriculums must be approved by the committee. CSR interviewed two training providers.

ARBOR, Inc. is a for-profit organization focusing on a variety of clerical and occupational training programs. Placements are on an individual referral basis. They also offer a program called "Job Match" which offers high school dropouts graduate equivalency diplomas (GED's) and job-related skills training.

Each year approximately 100 to 150 individual referrals are made to the Atlanta Area Technical School, which offers class-size training. In addition to the assessment conducted at the Enrollment Center, ARBOR does its own assessment. It is able to assist in placement through the work of a JTPA-funded job specialist. Followup activities include an evaluation of training by the student and an employer evaluation of the student's ability to work in a specific setting.

Innovative Programs

The Atlanta PIC has won many awards for innovative programming. PIC members have been very involved in supporting these efforts, with some of the programming actually being initiated by a PIC member.

The Summer Youth Mentor program is part of the Summer Youth Jobs program and is the brainchild of PIC member James N. Fox, who is employed by IBM. IBM provides training and leadership for the effort. Mentors are recruited from employee ranks of various companies to work with JTPA students when they are employed in the company. The PIC and Atlanta school system recruit youth to participate in the program. The Chamber recruits additional businesses for placement of youth in jobs. The program has provided some youth with permanent jobs and assisted others in entering college.

Project LAW is a project developed by Board Member William Aitken of Equifax. The program pays high school dropouts to complete their GED's. Each student is given a job and paid for an 8-hour day but actually works 4 hours and attends school for 3½ hours. The program was designed, in part, to address dropouts turned off by programs where no immediate incentives could be seen. The program works closely with the School Board. Those achieving GED's are offered jobs at Equifax or given letters of recommendation.

The Drop Out Prevention program is funded through 8 percent vocational education funds and the Atlanta Board of Education. This project identifies students who are still in school but are at high risk for dropping out. These students include those who have failed the Basic Skills Test and are from economically disadvantaged families and/or have high absentee rates. They receive intensive counseling and computerized basic skills training throughout the school year. In the summer they are enrolled in IIB summer youth programs. At summer's end they return to the Drop Out Prevention program.

Project Bee (Basic Education Enhancement) enrolls youth for intensive, individualized computer-based instruction at Georgia State University. The youth use the innovative software for 2 hours and work in a carefully supervised campus setting for 4 hours each day. They are paid for 6 hours of work.

IBM, the Atlanta school system, the Chamber of Commerce, and the Pic all contribute to the Summer Youth Mentor Program.

The OJT Mentor program recruits high school dropouts for pre-employment training. The students then receive 6-month OJT positions with a small-business person who also serves as a mentor.

Evaluation and Performance Standards

PIC staff produce a detailed monthly status report which compares each contractor's performance to contractual goals. PIC monitors visit each contractor at least quarterly and prepare written summaries of their findings and recommendations for improvement. Both status reports and monitoring reports are shared with the contractors and with the Council.

The PIC has met or exceeded all nine standards for the last 2 years. As of December 1988 the PIC reported a 67 percent entered employment rate for adults, a $3,673 cost per entered employment, and a $5.19 average wage at placement. For youth, the

entered employment rate was 71.8 percent with a positive termination rate of 79.1 percent. The following exhibit displays the performance standards. The State sets the standards for the entire metropolitan area and does not specifically adjust for the City of Atlanta. The State's decision to use the metropolitan area unemployment rate rather than the City's rate increases the City's standards.

Although many respondents felt that the standards could lead to creaming, they preferred having them over CETA's approach. Concern was also raised about the length of time allotted for training. Many potential Atlanta clients need far more extensive involvement in programs in order to become literate, job ready, and fulfill basic needs. Concern was voiced about the ability to include these hard-to-serve populations and maintain performance ratings.

SUMMARY AND ASSESSMENT

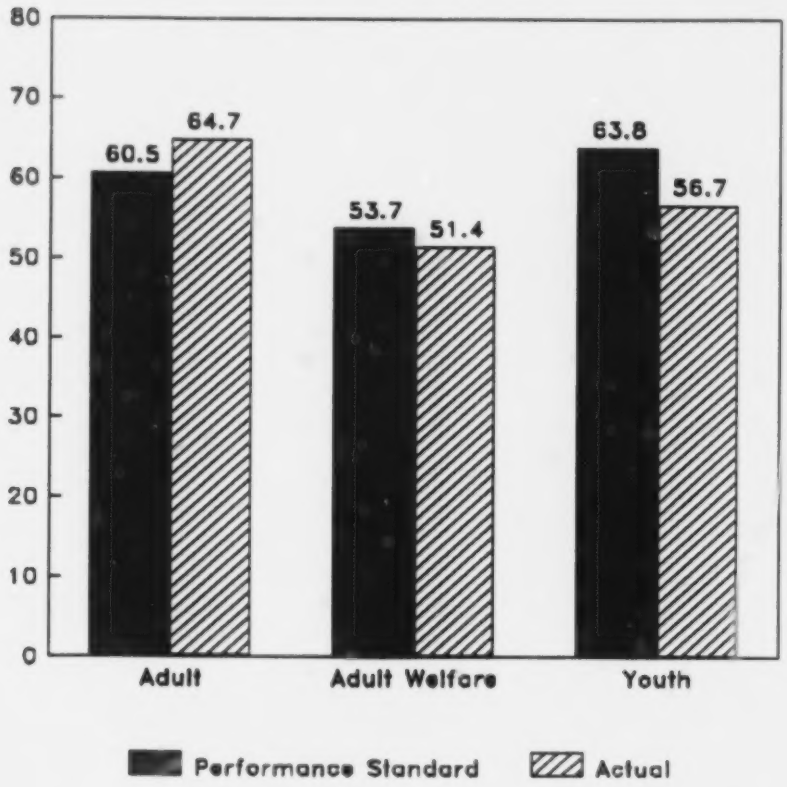
The Atlanta PIC is incorporated as a nonprofit organization. The PIC contracts with the city for the operation of its programs. All PIC staff are city employees under the supervision of the PIC executive director, who serves at the pleasure of the PIC.

The PIC coordinates extensively with the Chamber of Commerce, the schools, and the Welfare Department. It has also linked up with numerous CBO's, becoming a focal point for coordination in the community.

The PIC operates its own Enrollment Center which conducts intake, assessment, and placement. It contracts with approximately 17 vendors each year. Vendors include the Atlanta Public Schools, Georgia State University, and Arbor, Inc., a for-profit organization. This PIC has launched many innovative programs, often at the behest of key PIC members. The PIC has had a succession of strong leaders who hold key positions in their companies. In cooperation with the Chamber of Commerce, the PIC has designed a system to guarantee continued strong leadership on the Council.

The Atlanta PIC's success is attributed to the leadership it has had from its succession of strong corporate leaders, the strong support of the mayor and other officials within the city, and a strong executive director. Other factors may include the PIC associates who extend the ability of the PIC to run high-quality programs by contributing time and expertise; a diversified, active board which represents many sides of the community; and a well-qualified, dedicated staff. The PIC's strong linkage with key organizations like the Atlanta School System, the Welfare Department, and the Chamber of Commerce have provided a framework for coordination activity.

ENTERED EMPLOYMENT RATES
ATLANTA
July 1, 1988 through March 31, 1989



Category	Performance Standard	Actual Result	Variance
Adult Average Wage upon Entered Employment	$4.54	$5.39	19%
Adult Average Cost per Entered Employment	$5,251	$3,941	25%
Adult Followup Entered Employment Rate	51.8%	51.8%	—
Adult Welfare Followup Entered Employment Rate	38.3%	39.2%	2%
Youth Cost per Positive Termination	$6,371	$3,703	42%

GREATER RARITAN PRIVATE INDUSTRY COUNCIL, INC.

New Brunswick, New Jersey
Howard Cooper, Executive Director
O.F. Wenzler, Chair

The Greater Raritan Private Industry Council (PIC), Inc., serves Middlesex, Somerset, and Hunterdon Counties in north central New Jersey. Middlesex is an urban area with two major metropolitan centers—Perth Amboy and New Brunswick—and a number of smaller suburban areas. Middlesex's 1985 population was approximately 636,200 with a per capita income of $19,476. The current unemployment rate is 3.1 percent. Several corporations—including Johnson and Johnson, Dow Jones, Merrill Lynch, Xerox, and General Electric—have major facilities within the county borders. The county also houses numerous smaller businesses based on the support and service industry.

Somerset is a suburban area with some rural pockets. Somerset's 1985 population was approximately 215,200 with a per capita income of $25,196. The current unemployment rate is approximately 2 percent. Somerset houses a number of major industries and supports some smaller firms. Chubb and Sons, Inc., National Starch and Chemical Corporation, and Beneficial Management Corporation are three of the major corporations with facilities in Somerset.

Hunterdon County is the most rural of the three counties, with a 1985 population of approximately 96,500 and a per capita income of $23,101. The current unemployment rate is approximately 1.9 percent. Although agriculture is an important economic force in Hunterdon, the area also supports manufacturing with major employers such as the Lipton Tea Company, Johanna Farms, and the Unisys Corporation. Approximately 36 percent of the residents of Hunterdon commute to other areas of the State for employment.

As a whole, the service delivery area (SDA) has an abundance of available employment opportunities in both service and technological areas but has difficulty filling existing employer needs. Transportation and housing affordability are prime concerns for those involved in all aspects of the Job Training Partnership Act (JTPA) program. Each of the three counties is projecting substantial growth in both population and employment opportunities over the next 10 years.

Historical Background

The Greater Raritan PIC emerged from the PIC for Middlesex County under the Comprehensive Employment and Training Act (CETA) program. Several of the current council members, government officials, and county employment staff participated in the CETA training program and provided leadership for the transition to JTPA.

When the JTPA legislation was passed, a committee composed of key community members, representatives from Johnson and Johnson, and officials from the county government developed the basic JTPA approach used in Middlesex County. A consultant was hired to write and further define the plan, which called for a PIC focused on policy and a county employment and training office focused on planning and program implementation. This plan was approved by the county freeholders and implemented with a member of the CETA PIC taking the position as chair of the new PIC under JTPA.

From its beginning, the PIC sought the involvement of individuals with responsible positions in major corporations. Johnson and Johnson was—and still is—a key player in the PIC. John Heldrich, the corporate vice president, was a key member of the State Job Training Coordinating Council and active in

influencing the way in which New Jersey implemented the JTPA legislation. His corporate influence at the State level, accompanied by his encouragement of O.F. Wenzler, vice president of employee relations, to serve as chairperson for the Middlesex PIC, insured Johnson and Johnson's involvement and active sponsorship of the Middlesex County PIC.

From its beginning, the PIC sought the involvement of individuals with responsible positions in major corporations. Johnson and Johnson was—and still is—a key player in the PIC.

Because of low unemployment in Somerset and Hunterdon counties, the governor encouraged Middlesex to incorporate those two counties into the SDA's service area. This was accomplished in 1987, and the PIC changed its name to The Greater Raritan PIC.

State Influences

New Jersey has launched several initiatives that impact on the operations of the PIC. One is a State response team for industry layoffs and closings implemented under Title III of JTPA. The response team is composed of members of the State Employment Service (ES), county employment and training offices, and welfare department. The team goes directly to the worksite and addresses laid off workers' concerns, signs them up for unemployment insurance, and informs them of services and employment opportunities.

The State also has a welfare reform package called R.E.A.C.H. (Realizing Economic Achievement), which assists welfare recipients in becoming self-sufficient. By State design, PIC's are involved as partners with boards of social services on planning committees for the R.E.A.C.H. Program.

In addition, the State has a highly visible Employment and Job Training Directors' Association, which represents PIC's, Employment and Job Training Directors, and the National Alliance of Business (NAB). One of their initiatives is S.T.A.R., a program that provides $500 achievement awards to at-risk youth enrolled in JTPA programs. The awards are supported by corporate donations from throughout the State.

PIC STRUCTURE

The Greater Raritan PIC is incorporated as a nonprofit organization. The County of Middlesex is the grant recipient for the SDA; Middlesex County's Employment and Training Department (MCETD) is the administrative entity; and the PIC serves as the governing board.

The PIC works in full partnership with MCETD. From the beginning of JTPA, the responsibilities of the PIC and MCETD were carefully delineated. As part of its responsibility for policy development, the PIC conducts strategic planning, identifies target populations, selects criteria for service providers, and approves the Job Training Plan. It also maintains responsibility for oversight and monitoring through an outside consultant and assists with corrective action. The PIC is active in job development and employer outreach. Because the PIC defines itself as primarily a policymaking body, it involves itself in the direct operation of very few programs. It does maintain on-the-job training (OJT) contracts and several initiatives focused on youth—a prime interest of the Council members.

MCETD is responsible for overall program administration, which includes data and fiscal management. It prepares the Job Training Plan based on PIC recommendations and submits the plan for approval to the PIC. MCETD manages vendor contracting; provides client intake, assessment, counseling, training, and placement; and implements corrective action when needed. This division of responsibilities is considered by all

interviewed as another factor in the PIC's success.

Initially, the PIC established four committees to assist in the implementation of its programs. These committees were the Executive Committee, the Planning and Program Development Committee, the Employer Committee, and the Oversight Committee. In 1985 the Council decided to use the services of an independent consultant for monitoring and evaluation, and the Oversight Committee was eliminated. Each committee is assigned a staff person who provides support in the form of information, materials, and agendas.

The PIC works in full partnership with the Middlesex County Employment and Training Department; responsibilities, however, are carefully delineated.

The council currently has 25 members who represent a 70 percent business majority. Members hold influential positions within their organizations. When the PIC was expanded to include Somerset and Hunterdon Counties, equal representation was assured by basing membership on a percentage of the population in each county.

New Council members are recruited from major corporations by both the PIC staff and current members. When resignations occur individuals are encouraged to suggest replacements. Local Chambers of Commerce also are queried for names of potential council members. Nominations for membership are given to the PIC director, who gathers background information and conducts interviews prior to recommending them to the freeholders for approval. Members are appointed to staggered 3-year terms.

The executive director provides individual training using pertinent materials assembled in a notebook. He includes an overview of the JTPA legislation, the work of the PIC, and the duties and responsibilities of the members. The training sessions last 1 to 3 hours, and all major topic areas are covered. New members are encouraged to contact the executive director as questions occur or to clarify areas of interest. Additional information is added as needed or when new issues present themselves. The executive director also distributes current literature and other materials that he feels will be helpful to PIC members in fulfilling their roles on the council. PIC staff are free to answer questions or obtain materials for Council members.

Elections of the officers, including the chair, occur every year in the fall. All officers hold 1-year terms and may be re-elected. Nominations are sought through a nominating committee and presented to members. This PIC has maintained the same chair since its inception.

The full membership of the PIC meets 5 times per year. Committees meet every other month or when needed. For example, the Program Planning Committee may meet monthly when proposals are being reviewed. The Executive Committee has the authority to make decisions for the PIC when a full meeting is not possible.

POLICY AND PROGRAM PLANNING

PIC Mission and Goals

The PIC has not developed a formal mission statement or specific goals and objectives. It has, however, adopted the governor's plan for the mission of PIC's throughout the State.

In responding to the question of the PIC's mission, the executive director provided what was perhaps the best expression of the PIC's mission as seen by the membership.

> For the Greater Raritan Private Industry Council, it (JTPA) challenges us to coordinate the planning and the delivery of a range of services with human service providers and educational institutions. The focus

> will be on economic independence and self-sufficiency of the hard to employ and to accommodate the labor needs of our community as we approach the year 2000. This Council fully intends to provide leadership in the formation of coalitions of business, education, labor organizations, civic groups, and all levels of government to meet this challenge.

The executive director indicated that he takes the chair's message in the annual report as a statement of the goals for the PIC for that year.

Member statements reflect a common understanding of the PIC's goals. Short-term goals specified by the membership included developing an effective employment and training system, providing services to the most needy, and maintaining accountability. Long-term goals were described as enhancing the business/education partnership, integrating the State's REACH project for welfare recipients with JTPA, and developing improved ties with the employment and training department.

Planning

As mentioned earlier, the job training plan is formulated by MCETD using guidelines established by the PIC. The plan is reviewed by the Planning Committee, and recommendations are taken to the Council for approval. The meetings of the Planning Committee are open. An MCETD representative always attends these meetings. PIC staff are relied upon to guide the plan development toward the objectives established by the PIC and to ensure that identified needs within the community are met. The Council is used for support and approval of the needs identified by the PIC staff, the independent monitoring consultant, and program operators.

Policies Regarding Service Populations and Vendors

The PIC uses State labor projections and State statistics to assist in targeting populations and programs. High priorities for this PIC are the handicapped, ex-offenders, and youth. Several of the PIC's special initiatives are focused primarily on youth. These programs are described under *Innovative Programs*.

Vendors are selected by the PIC with priority for funding clearly given to the school systems, including vocational education and community colleges. Contracts for all work are established through a competitive Request for Quotation (RFQ) process. The Planning Committee reviews the recommendations for funding and submits them to the full Council for approval. Where training is not available through publicly funded educational systems, contracts are given to vendors that have worked with the PIC and county previously and continue to meet the established standards.

High priorities for this PIC are the handicapped, ex-offenders, and youth.

All vendors are provided with written performance-based contracts. Referrals to them are made on an individual basis. The vendor has final selection authority in enrolling trainees. The vendor determines through additional testing the trainee's ability to complete training successfully. The vendor may also have walk-in clients who meet JTPA qualifications. These individuals are sent to ES for certification of JTPA eligibility.

The PIC is also interested in providing new skills for vendors. One effort is focused on market-based planning, which helps vendors develop training targeted to high-need vocational areas such as data entry and other computer-related occupations.

COORDINATION AND COMMUNITY RELATIONS

Coordination With Other Agencies

Those interviewed felt that a major strength of this PIC was its coordination activity. They saw the PIC as a facilitative structure that brings together various parts of the community, assists in the resolution of employment-related problems, identifies resources, and serves as a liaison to the business community.

There are several vehicles for PIC coordination with the community. A major coordinating body for the overall training program is a group consisting of the PIC's executive director, the director of the MCETD, the district director of the State Job Service, and key members of each staff. At bimonthly meetings this group resolves any problems and other issues "before anyone leaves the room." This coordination meeting keeps all parties informed and current.

The PIC has several coordination efforts launched with the ES, including an employee data bank in which employers and potential applicants are listed as a job placement resource. They have also launched such programs as the Crusade for Jobs with the City of New Brunswick. This project informs area employers of JTPA programs and available employee pools.

A major coordinating body for the overall training program is a group consisting of the PIC's executive director, the director of the MCETD, the district director of the State Job Service, and key members of each staff.

Another coordination mechanism utilizes newsletters and other media. The PIC, through its Employer Committee, has been instrumental in developing *The Link*, a newsletter providing area businesses with current labor market information and listings of available employees in various fields. The newsletter is published through the combined efforts of the Job Service, MCETD, and the PIC. Approximately 5,000 copies of this newsletter are distributed by the 9 area Chambers of Commerce at their monthly meetings.

The staff is encouraged by the executive director to maintain high visibility in the community. In fact, the newest staff position, community relations coordinator, was created to increase the PIC's visibility. PIC staff members have displays at local trade shows and attend meetings of the local Chambers of Commerce. The various PIC staff members and executive director maintain membership on several other advisory bodies within the schools and community-based organizations (CBO's). These memberships allow them to maintain linkages and suggest ways in which the PIC can facilitate the coordination of activities. For example, the executive director sits on the Human Services Advisory Committee of each county and is co-chair for the State's new welfare reform efforts. This close communication with the welfare system assists in the recruitment, training, support, and placement of welfare recipients for PIC-sponsored programs.

. . . the newest staff position, community relations coordinator, was created to increase the PIC's visibility.

Ties to Business

In addition to those businesses represented on the Board, the PIC cultivates a careful relationship with other area businesses using individuals who have participated in any aspect of the JTPA program. The PIC also supports the activities of local Chambers of Commerce. A number of PIC members belong to the various local Chambers of Commerce, providing leadership in their communities and serving as a link to JTPA

activity. PIC staff make a point of responding to problems in a timely fashion, answering phone calls from local businesses immediately, and conducting visits to local business when needed.

The PIC joins with labor, business, and vocational schools in operating T.R.E.E., Inc. (Training, Recruiting, Educating and Employing, Inc.). This summer program provides a summer of exploration in building trades such as electrical work, plumbing, drywall taping, and painting.

Ties to Education

PIC staff members participate on various school-related advisory groups. As part of the PIC's focus on youth, PIC staff work closely with those districts running school-based centers. These centers provide counseling, dropout prevention, drug, and parenting information and services to students at the school site. Students participating at the centers are recruited for JTPA-sponsored youth programs.

A major area of interest for this PIC is to become the catalyst for forging new business/education partnerships in the community.

One program launched with the PIC, a school district, and the Civic League targets the identification and followup of all dropouts for the last 5 years in one school district with a high dropout rate. The PIC would like to identify what these students are doing now and what their employment and training needs are. When the information is collected, the PIC, district, and Civic League hope to be able to develop services based on the identified needs.

PIC staff frequently visit local schools to talk to students about employment and training opportunities. They have become involved in such programs as "10,000 Jobs for 10,000 Grads," coordinating their services and goals with local school district personnel. In this statewide effort, high school students meet criteria established by the State, including a 92 percent attendance record and completion of a special curriculum. The State guarantees the student a job upon completion. The PIC staff supports the effort through talks at school, recruitment, input into the curriculum, and identification of prospective employers.

A major area of interest for this PIC is to become the catalyst for forging new business/education partnerships in the community. One result of this interest has been a symposium addressing how business and education can work together to prepare students for future job markets. Participants included representatives from business and education. The PIC also works with the school districts and local merchants for holiday and summer employment programs for teens.

The PIC sees itself as a catalyst in the community for job development and job improvement opportunities. The executive director participates actively on several State advisory committees and is frequently called upon to assist other PIC's. For example, he is involved in a statewide planning committee and has assisted in establishing models for vocational education. Several PIC members also belong to State committees including the State Job Training Coordinating Council.

Benefits and Barriers to Participation

Respondents indicated that the PIC served as a coordinating body for the community in terms of directing individuals to appropriate services and as a filter for preventing the duplication of services. In this respect, the PIC is viewed as spending dollars effectively.

The PIC is seen as providing financial and staff support for community meetings, assisting in resolving transportation problems, and facilitating work transition activities. PIC staff are frequently requested to sit in on advisory meetings of community organizations in order to facilitate and coordinate services.

Barriers to good communication were described as some residual distrust from

CETA days. The distance of the two new counties—Somerset and Hunterdon—from Middlesex County was seen as another barrier. The recent addition of a public relations person to the staff is perceived as a way to overcome some of these obstacles.

CHAIR AND MEMBER LEADERSHIP

Chair Leadership

The dominant influence on this PIC is Johnson and Johnson. The company has been involved in PIC activities from the beginning. Its involvement includes a key executive serving as chairperson, the provision of facilities and office equipment, and substantial direct funding of special PIC initiatives. Other members' corporations (e.g., IBM, Squibb, Mobil) also have contributed to the work of the PIC.

O. Fritz Wenzler, the chair of this PIC for the last 6 years, is seen by respondents as having a key role in the PIC's success. Mr. Wenzler is a vice president at Johnson and Johnson. He participated in the development of the PIC under JTPA and has been this PIC's only chair. He allows the PIC staff to carry out the policies and programs established with a minimum of interference. He is described as someone who trusts the competencies of those who work with him but who holds staff accountable for achieving tasks set before them. His role was seen as one of setting the vision for the organization. Mr. Wenzler cited his strengths as strong management and experience with labor and labor unions. His major interest lies in policy and broad program issues.

The chair's involvement on various task forces for both Johnson and Johnson and at the State level enhance his visibility and bring perspective to the PIC staff and Council. One project that he favors is the Private Sector Summer Job Program, which provides placement opportunities for high school students during summer vacation. Johnson and Johnson, along with several other major corporations, provide financial assistance to this program to expand its scale.

PIC Members

Seven PIC Board members were interviewed, including representatives of education, labor, and a CBO. As stated previously, PIC members seem to share a common sense of the PIC's direction. Each had great respect for both the PIC chair and the PIC executive director and gave high marks for the entire PIC staff. All respondents indicated that they were not a "rubber stamp" group and that discussion of issues and ideas was encouraged at the meetings. They felt that the staff always prepared them for meetings by sending agendas, position statements, and related information to them prior to the meetings.

Members reported spending 2 to 12 or more hours per month on PIC-related activity. Most members felt that the time commitment was not a problem due to the importance of the Council's work.

Public-sector PIC members felt that their involvement on the PIC provided them with a linkage to the business community. Private-sector members felt that PIC involvement provided them with an opportunity to impact on the employment situation (i.e., "to make a difference").

Members believed that the involvement of large business on the PIC was an important factor in the PIC's success. However, the majority of respondents felt that there needed to be increased membership from community based organizations including those representing non-English speaking minorities, human service providers, and related groups. One member felt that a broader array of labor representation should be included.

All members were knowledgeable in the area of JTPA, expressing concerns about the importance placed on the performance standards. Most members had heard of the Economic Dislocation and Worker Adjustment Assistance (EDWAA) Act and the Worker Adjustment and Retraining Notification

(WARN) legislation but felt they had little impact on PIC activity.

PIC STAFF

A staff of five facilitates the operations of the PIC. The staff is composed of an executive director, a business development coordinator, a community relations coordinator, a private sector coordinator, and an administrative assistant. An oversight consultant provides monitoring and evaluation. The core staff have had varying amounts of direct experience with JTPA activities in prior employment.

The current executive director holds an M.A. in Urban Affairs. He has 13 years of experience in employment and training programs, including work as the director of the Employment and Training Department of the City of Trenton, New Jersey. He is active in the State Employment and Training Director's Association and has participated in a number of State and national task forces and advisory commissions.

He has been the executive director of the Greater Raritan PIC for the past 4 years. In addition to managing overall PIC operations, the executive director is the staff liaison to the Executive and Planning Committees. He is seen by both Council members and staff as another key ingredient in the success of the PIC. Specifically cited were strong management skills, knowledge of the labor field, and strength in resolving problems.

The business development coordinator has had prior experience in both business management and vocational training. Her primary focus is as a liaison with businesses employing JTPA participants and as a developer of new employment opportunities for JTPA enrollees. She manages the OJT contracts and serves as staff to the Job Service Employer Committee.

The private sector coordinator has been employed by the PIC for the past 2 years and has primary responsibility for linkages with schools and school-based organizations. He has had prior experience working in training and employment.

As stated previously, the newest staff position, community relations coordinator, was created to increase the PIC's visibility in all three counties.

The staff has autonomy in the performance of their jobs and are held accountable for their performance areas. The staff is proud of the high quality of their programs, particularly their efforts at job development, which includes a Job Fair which they manage each year. When asked how problems were resolved, the common response was that issues don't become problems because they are discussed immediately. The staff also takes pride in their rapport with the business community.

The executive director and the business development coordinator are the primary staff for various PIC committees. All staff however, attend PIC meetings, prepare reports for the PIC, and are available to the Council when needed. PIC members informally contact staff by phone or by "dropping in" to PIC offices in order to obtain information, clarify things, or provide input. The executive director encourages this open exchange between Board and staff.

RELATIONSHIP WITH CHIEF ELECTED OFFICIAL

JTPA funds are granted by the County Board of Freeholders. The current freeholder in charge of JTPA monies was involved when the JTPA legislation was approved and was a key player in formulating the direction of the New Brunswick PIC. He is a strong advocate of the separation of policy and programming and strongly endorses the current structure of JTPA in the county, with the PIC formulating policy and the county coordinating the operation of programs and direct services.

The freeholder continues to be interested in the program and is kept informed of PIC activities but rarely attends meetings. Although he is not actively involved in JTPA

operations, he does know and frequently communicates with various council members. He expects the executive director to keep him informed of major issues or concerns but does not intervene. He is very supportive of the PIC.

His primary interest in JTPA is its role in ensuring that individuals are not working just to hold a job but are working at something they like and that each individual is able to earn enough to live on and support a family without the necessity of a second income.

PIC PROGRAM PERFORMANCE

PIC Services

The Greater Raritan PIC serves approximately 1,210 adult participants each year and another 1,100 participants in summer youth programs. As mentioned earlier, the PIC targets service to the handicapped, ex-offenders, and youth.

The ES coordinates with the MCETD for intake and eligibility certification. The typical client is screened by an employment specialist for job readiness and training needs. An employee eligibility development plan is formulated, and that client is referred to either employment or training. Although initial screening and testing is done by this team, vendors often provide more specific testing once the individual is enrolled in a program. As mentioned earlier, the vendor has final selection authority—vendors may spend up to 1 week determining the client's readiness for training without penalty. Training may be OJT, classroom based, or individual referral. Individuals who are job ready are provided with assistance in locating a job and placement.

The PIC issues OJT contracts, establishes training and performance standards, provides oversight and monitoring, targets specific populations for service, and recruits employers for both placements and OJT's.

The ES and MCETD are colocated, and the PIC offices are within walking distance of their office. The proximity of these organizations support frequent communication. Also, a PIC staff member and an ES representative go to Somerset and Hunterdon Counties on a regular basis in order to encourage more enrollments from these two areas.

Major Training Contractors

The PIC utilizes approximately 17 vendors. The vendors are all well established, with good track records and accountability. One example is IBC (Institute of Business Careers), a minority-owned business that provides data entry and computerized office training to JTPA-eligible clients. Each enrollee goes through a battery of tests to determine the best program for that person. The IBC provides training, assists in job placement, and conducts followup on the client at 30, 60, 90, and 180 days. In addition to specific skill training, this vendor provides students with counseling in developing appropriate work behaviors, dress, and related issues.

Innovative Programming

The Greater Raritan PIC receives significant corporate support and has established a variety of linkages within the community. These two factors enable the PIC to explore new approaches.

One project, On-the-Job Training Program for the Disabled, was NAB Award winner in 1987. In this program, corporate dollars market the program and provide for a finder's fee of $1,000 for each trainee identified. The finder's fee assists the rehabilitative agencies in providing workplace adaptation for the handicap and in supporting training.

Another innovative program is the East Brunswick High School Bicycle and Wheel Chair Repair Program, which won the Secretary's Award for an Outstanding Vocational Education Program in 1985. This special JTPA program trained handicapped youths to repair wheelchairs and bicycles. As the only wheelchair repair program in the

State, the program has had inquiries for repairs from the entire State. The program is credited with enhancing the self-esteem and pride of those involved as well as providing job training in an area of high need.

The Seasonal Hiring Opportunities Program (SHOP) is another youth-focused project which helps youth earn extra money during school holidays and assists retailers who need additional help during heavy shopping seasons. The PIC negotiates agreements with local retailers, recruits students through schools and CBO's, and trains students for interviews. The PIC also provides transportation for students obtaining jobs. Fiscal support for the project comes from corporate contributions.

The Greater Raritan PIC receives significant corporate support and has established a variety of linkages within the community. These two factors enable the PIC to explore new approaches.

As mentioned earlier, this PIC has formed active linkages with the schools. The PIC's involvement in the school-based program links high-risk students with the full resources of the PIC and supplements the schools' ability to fulfill the goals of the program. The PIC also supports the expansion of business-education partnerships and focuses the full resources of the community in supporting youth self-sufficiency.

Evaluation and Performance Standards

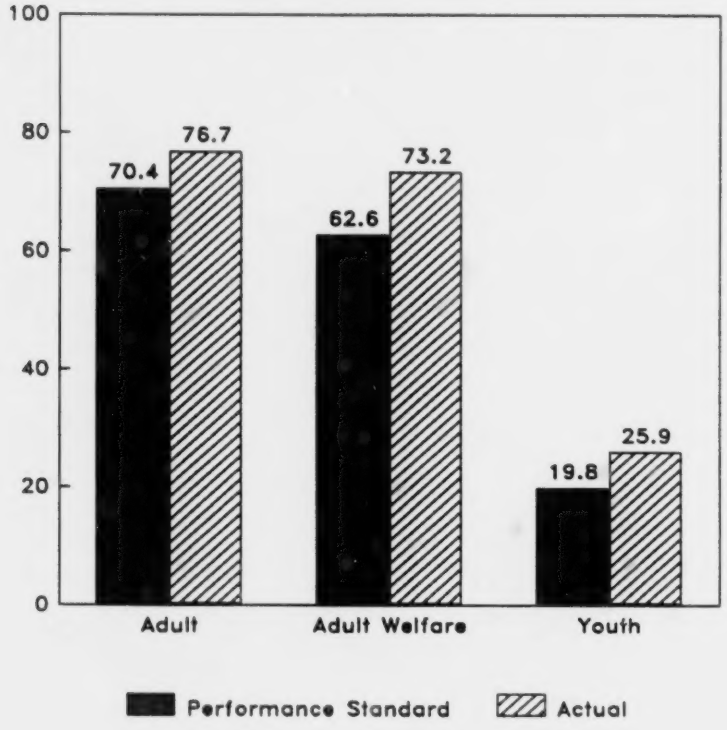
The PIC does not involve itself in onsite monitoring. Monitoring is contracted to an outside consultant. The contract for monitoring is reissued yearly and is open to bid. This monitoring approach seems to work well for all parties. The operators, Council members, staff, and the MCETD view this approach favorably and feel that the mechanism allows for objectivity and protects all parties from special interests. The PIC staff and Council establish the monitoring schedules. The independent monitor reports to the Council through the executive director. The PIC reviews all monitoring reports, and some PIC members occasionally visit vendors.

The county also evaluates vendors by conducting site visits and monitoring performance as part of its overall responsibility for managing vendor contracts. When improvement areas are identified, the vendor is responsible for developing a corrective action plan. The PIC staff assists in developing the plan and providing support for improvement when the vendor requests assistance.

The Greater Raritan PIC has met or exceeded all performance standards for the last 6 years. For the period ending February 1989 the PIC had a 76.7 percent adult entered employment rate, a $2,362 cost for entered employment, and an average wage at placement of $6.99. For youth, the positive termination rate was 94.7 percent at a cost of $655. The following exhibit displays the performance standard indicators for Program Year 1988 through February. Standards are adjusted by the State for changes in client characteristics.

In response to questions concerning the performance standards, many participants responded that the eligibility criteria needed to be broadened and extended to the minimally employed. Although most felt the standards were positive, they also felt that they needed to be reworked to allow more flexibility. Two areas of particular concern were low-literate and non-English-speaking clients. Many felt that the performance standards discouraged working with these two groups by placing limits on time for training and placement. Members also indicated a need to rethink the youth standards and provide for full-year expenditure of IIB funds. Others felt that there needed to be an expanded focus on income eligibility so that individuals who were minimally employed could upgrade to better positions with additional training. Some members also felt that the JTPA funding pots were overly bureaucratic and needed to be simplified.

ENTERED EMPLOYMENT RATES
GREATER RARITAN
July 1, 1988 through February 28, 1989



Category	Performance Standard	Actual Result	Variance
Adult Average Wage upon Entered Employment	$5.74	$6.99	22%
Adult Average Cost per Entered Employment	$5,566	$2,362	57.6%
Adult Followup Entered Employment Rate	60.6%	74.3%	23%
Adult Welfare Followup Entered Employment Rate	56.3%	72.4%	29%
Youth Positive Termination	74.0%	94.7%	28%
Youth Cost per Positive Termination	$4,900	$655	87%

Hard-to-serve populations were managed without affecting the overall performance by ensuring a mix of programs.

SUMMARY AND ASSESSMENT

The Greater Raritan PIC was incorporated in 1985 as a nonprofit organization. The PIC works in full partnership with the MCETD to deliver JTPA services in a three-county area in north central New Jersey. The PIC formulates policy while the county administers the program. The PIC contracts with an independent consultant to provide oversight. Oversight reports are reviewed by the PIC.

The PIC sees itself as a facilitator and is thus active in establishing coordinated efforts and linkages within the community. The PIC has exceeded performance standards every year and has won a number of awards for its innovative programs.

The major factors contributing to the PIC's success seem to be:

- The initial involvement of a large corporate entity—Johnson and Johnson—and its support of the involvement of a highly placed executive as chair.
- The fact that PIC members are at a high enough level within their corporate structure to make decisions and commit the resources of their respective companies.
- The hiring of an experienced and well-respected executive director.
- A well-qualified, experienced staff at both the PIC and the MCETD.
- The careful delineation of responsibilities between PIC and MCETD staff.
- Extensive coordination that frequently went beyond that required by law.
- Innovative programs that involved many members of the community in partnerships to achieve goals.
- The commitment of all involved to "make it work."
- Its support from a highly placed Johnson and Johnson executive as chair.

BOSTON PRIVATE INDUSTRY COUNCIL

Boston, Massachusetts
Michael Taylor, Executive Director
Ferdinand Colloredo-Mansfeld, Chair

The city of Boston, with more than 600,000 residents, has enjoyed a strong local service-based economy in recent years. The unemployment rate is about 3 percent, and per capita income is just under $11,000. This flourishing economy has had a lasting and powerful impact on the function of the Private Industry Council (PIC), because it has fueled a great demand for an educated labor force. This demand underscored deficiencies in the city's school system, which, due to changing demographics in the city, has a large proportion of multiply disadvantaged students. The school system's difficulty in preparing these students to enter the workforce created a strong incentive for the business community's involvement in local education. Consequently, the PIC has become the primary liaison between the city's business community and the school system.

The Boston PIC was incorporated in 1979 under the Comprehensive Employment and Training Act (CETA). The PIC's first chair, William Edgerly, had a broad vision of the structure and function of the PIC that went beyond its conception under CETA. He viewed the PIC as a public/private partnership organization that should have autonomy and decisionmaking authority. Consequently, he believed that very high-level business people, such as chief executive officers (CEO's) and company presidents, had to play key roles in the PIC and that the PIC needed a highly competent and knowledgeable staff. He also believed that the PIC needed to coordinate its efforts with education and community groups and should focus on the disadvantaged. The PIC was founded on these principles.

The implementation of the Job Training Partnership Act (JTPA) in 1983 had little impact on the PIC, as the PIC already embodied the key requirements of the Act. Many board members believed that the PIC went even further than JTPA requirements with its involvement of business and focus on schools. However, the PIC received insufficient funding for its activities through JTPA and had to obtain additional funds through the State and private donors. As Massachusetts' unemployment rate declined, the State's JTPA allocation was reduced, which led the PIC to increase its private funding. Due to State contributions and funds from the private sector, only about 21 percent of the PIC's budget was funded by JTPA in 1988.

The Mayor's Office of Jobs and Community Services is the administrative entity for the SDA and holds an unusual relationship with the PIC. As the grant recipient, the city is responsible for administering and monitoring JTPA contracts. The city provides all JTPA-funded adult and some youth job training program services through these contracts. The PIC assists the city in drafting Requests for Proposals (RFP's) and in reviewing some proposals. It must approve all city JTPA contracts but is otherwise uninvolved in the city's programs. However, the PIC holds two JTPA contracts with the city for youth programs and receives some JTPA money for administration. Thus, the PIC provides oversight of the city's JTPA activities and is also a contractor to the city. The PIC funds all of its other programs with private funds.

The Boston PIC is well established in the city and is now institutionalized as a means of obtaining the involvement of business in education, training, and employment programs. In addition, the PIC is well known nationally for its high level business involvement, the Boston Compact, and other innovative programs.

PIC STRUCTURE

The PIC board has 32 members, with a 53 percent business majority. New members are nominated by the Board, and names are submitted to the mayor for approval. Board members serve an average of 2 years but are often reappointed, as there is no set limit. After appointment new members meet with the PIC chair, who provides an overview of PIC activities and responsibilities. The staff also meets with new members, providing a briefing booklet and minutes of recent Board meetings.

Many of the major corporations of Boston are represented on the Board, including New England Telephone, the electric company, major insurance providers, and banks. Among the public sector, the Board includes representatives from area colleges and universities, the Welfare Department, the Labor Council, major community-based organizations (CBO's), the SDA director, and the superintendent of public schools. All of the Board members hold very high positions in their organizations, such as CEO, president, executive director, or commissioner. The involvement of high-ranking professionals from the major corporations and organizations in the city is an important element of the PIC's prestige and influence in the city.

The PIC meets monthly, except in July and August. Attendance is required of all board members, and meetings are normally well attended. Meetings last 60 to 90 minutes.

The PIC has two committees that impact on all of its operations: the Committee on the needs of CBO's and a Finance/Five Year Plan Committee. The latter is composed of all the committee chairs and is responsible for administrative oversight and planning for the PIC. The CBO Needs Committee coordinates the PIC's work with CBO's in the city. The PIC also has three standing committees organized around its major programs: the Summer Jobs Committee, Boston Works, and Opportunity in Boston. Committees meet at least quarterly but more frequently when the need arises. For example, the Summer Jobs Committee meets frequently in the spring when it prepares its plan for recruiting participants for the following summer. The PIC chair appoints Board members to committees.

While all PIC members are involved in PIC activities, the PIC's private-sector orientation leads to greater authority on the part of its business membership. Business members are assigned major responsibility in planning and coordination and take leadership roles.

POLICY AND PROGRAM PLANNING

PIC Mission and Goals

Since the PIC's founding, members have believed that their primary purpose should be to help the disadvantaged take control of their lives through improved education opportunities. The PIC meets this challenge by serving as a means for business to get involved in education and job training. These goals are embodied in the PIC's mission statement, developed early in its history:

> Our mission is to improve economic opportunities for Boston residents, especially those who are poor, unemployed, ill-educated, minority and disadvantaged. To accomplish this end, we create local partnerships among the key players in Boston: companies, the schools, colleges and universities, labor organizations, and community-based agencies. These alliances enable us to foster creative solutions to the needs of business, the residents of Boston, and the community at large.

The PIC's major emphasis is on improving the school system and involving business in these improvement efforts. Due to the low unemployment rate in the city, there is a shortage of qualified entry-level labor. The PIC believes this shortage can be

alleviated only by improved training opportunities, as a great barrier to the disadvantaged is their lack of sufficient education as preparation for entering the workforce. By working to improve the school system and developing an explicit link between success in school and employment, the PIC works toward getting the disadvantaged employed and involved in the community.

The PIC developed a 5-year plan with input from business and community leaders that delineated the mission statement and goals for the PIC. These goals included serving the disadvantaged, improving the school system, increasing business participation and funding, and implementing the Boston Compact (explored later on). A new 5-year plan will be developed in the coming program year by the committee, and Board members will be very involved in its development.

The PIC and SDA staffs develop the 2-year job training plan. The PIC Board first provides general goals at a meeting held several months before the plan is due. The PIC and SDA staffs then collaborate to develop a draft plan. The city holds public hearings on the draft plan to obtain input from CBO's, contractors, and the general community. The SDA staff then revises the plan and submits it to the PIC board for approval.

Neither the PIC board nor the staff are very involved in further planning or monitoring of the city's JTPA programs, although in the past the PIC was more closely involved. According to one PIC staff member, "It's hard to get the board's interest in [the city's] JTPA programs. They don't make decisions in those areas. They like working with [the PIC's] projects," which are run independently of the city's and without JTPA funds.

In planning its own programs, the PIC uses what the executive director calls a "building block approach." The PIC articulates long-term goals and intermediary goals that lead to these large goals. The PIC then plans programs to meet the intermediary goals, ultimately achieving the larger goals. The Board sets the larger goals and leaves the operational details to staff.

Policies Regarding Service Populations and Vendors

The PIC's major emphasis is to serve the city's disadvantaged, especially youth, by integrating them at all levels of the employment community. As the city has a low rate of unemployment, many of those seeking work are structurally unemployed. They have not been well served by the school system and, as a result, lack basic skills. Consequently, the PIC's focus has been to improve the school system in order to develop a better-prepared workforce. A major emphasis is to lower the school dropout rate, which is about 41 percent.

The PIC employs three approaches to keep students in school:

- Underscoring the link between success in school and a meaningful job;
- Providing direct assistance with students' academic and social needs; and
- Providing placement in summer jobs.

The Job Collaborative, Compact Ventures, Summer Jobs, and Partnership Programs implement these approaches. The latter program pairs businesses with individual schools. Businesses assist schools in developing innovative programs for students, such as enrichment activities, scholarships, and world-of-work seminars. The Summer Jobs Program provides summer employment for over 3,400 Boston high school students. Under the Job Collaborative and Compact

. . . the PIC's focus has been to improve the school system in order to develop a better-prepared workforce.

Ventures Programs, PIC staff is located in 12 of the city's high schools to provide case management services, counseling, and academic assistance to students.

The PIC also serves economically disadvantaged adults. While most of the adults receiving JTPA-funded training are served under the city's JTPA-funded programs, the PIC developed Boston Works in 1986 to provide job training, basic education, and language skills to adults and the Center for Innovative Training and Employment (CITE) to provide job training to adults in service industry jobs. The PIC also has an explicit goal to increase minority representation in managerial positions in Boston business. The Opportunity in Boston program recruits minorities for these jobs.

The PIC operates all of its youth programs directly and has a few contractors under the Boston Works program. The city contracts its JTPA-funded employment and training programs to Boston's wide network of community based organizations and educational institutions.

COORDINATION AND COMMUNITY RELATIONS

Coordination Efforts

Coordination with schools, colleges and universities, organized labor, and public agencies is a fundamental part of the PIC's approach. One of the PIC's major goals has been to work closely with the school system. This coordination among business, the PIC, and the city schools has been formalized into the agreement known as the Boston Compact, which serves as the blueprint for these coordination efforts.

In 1982 the PIC took steps to obtain the involvement of the business community in improving the Boston school system as means to assist the disadvantaged and improve the training of the labor force. This work culminated in the Boston Compact, a citywide public school employment program that involved business, universities, trade unions and the school system. Business leaders agreed to establish and meet hiring goals toward improving youth employment in return for the school system agreeing to improve student achievement, attendance, and graduation rates.

Although the Boston Compact began in 1982, the city and private sector had worked on collaborative efforts during the 1970's. The city and its business community had run successful summer and school year jobs programs and had worked to make adjustments in the schools after a desegregation order. Furthermore, these two groups formed several committees to study ways to improve the city. For example, the Committee for Boston was a task force of business and community leaders that examined barriers to improving the city in the early 1980's. One recommendation of the committee was to improve the school system. Business leaders, including the PIC's founder, were thus sensitized to education issues and receptive to becoming linked to the schools when first approached by the PIC chair in 1982.

. . . coordination among business, the PIC, and the city schools has been formalized into the agreement known as the Boston Compact, . . .

As a result of the Compact, the business community agreed to hire 400 1983 city high school graduates into permanent jobs and to increase that number to 1,000 within 2 years. Business also pledged to increase the number of summer jobs available to 1,000 by 1983, to recruit 300 companies to participate in priority hiring of Boston graduates by 1984, and to help the PIC expand its Jobs Collaborative program.

The school system promised to improve its quality of education. It also pledged to reduce high school absentee and dropout rates by 5 percent annually, to require high school graduates to meet increased minimum standards for reading and math, and to

increase by 5 percent annually the number of students who either took jobs or entered college after graduation.

In 1983 Boston area colleges and universities joined the agreement, promising to enroll 25 percent or more Boston public school graduates over 5 years and to assist public schools in strengthening their college preparatory curricula. The colleges also agreed to increase financial aid for Boston students and to develop support services to help them remain in college. In 1985 the Boston Trades Union Council joined the Compact and agreed to set aside 5 percent of its apprenticeship positions annually for qualified Boston public school graduates.

The PIC's role in the Compact was to mediate the agreement. The PIC, as the bridge between education and business, was to assist in providing all parties to the Compact a mechanism for meeting its goals.

Five years after the original agreement was made, the PIC appointed a Steering Committee to assess the success and impact of the Compact and to develop a new Compact with a new set of goals. The Committee was composed of the mayor, the superintendent of public schools, the PIC chair, and representatives of the other Compact signatories. The Committee concluded that although the business community had been successful in meeting many of its goals, the Compact had not made a real impact in improving the schools. For example, the cohort dropout rate still exceeded 45 percent, and more than 45 percent of seniors scored below the fortieth percentile on standardized reading achievement tests. Thus, the business community required greater commitment and structural change from the school system before it would agree to the second Compact.

The Steering Committee presented its recommendations to the PIC board, and in the spring of 1989 a new Compact was approved. The new Compact set five major goals designed to maintain business involvement and increase the responsiveness of the school system. The goals for the second Compact are:

- To improve the quality of education *by enabling each school to be* responsible for the quality of education it provides. Individual schools must manage budget, staffing, and curriculum development.
- To increase parent involvement in education by improving opportunities for parents to enroll in education and job training programs.
- To create a comprehensive followup program to assist students for up to four years after graduation.
- To reduce the school dropout rate by 50 percent over 5 years and to double the number of alternative education opportunities for dropouts.
- To improve the academic skills and achievement test scores in reading and math.

Each goal has specific, measurable outcomes that allow for assessment of progress toward reaching the goal over the next five years. Both business and the public schools are to work together through the PIC to achieve these goals.

Coordination Mechanisms

The executive director and Board members agreed that leadership and commitment were key to successful coordination with the school system. All major participants in the coordination efforts had to be firmly committed to a collaborative effort under strong leadership that would take responsibility for following through on coordination activities. The PIC, especially

. . . personal relationships are . . . important to the success of coordination.

the first chair and president, took this leadership role in development of the first Boston Compact.

According to several respondents, personal relationships are also important to the success of coordination. The SDA director stated that this was especially helpful in Boston since "the city is small enough so that the key players know each other and can rely on personal relationships." Good relationships and easy access to all involved parties facilitated business-education linkages.

Benefits of Coordination

Board members from the private sector provided a list of several benefits to business for being involved in the Boston Compact. The development of a more competent and better-prepared workforce is obviously desirable.

In addition, many business members cited civic pride as a reason for their involvement. This attitude was best described by a private-sector member who stated, "The city needs this type of activity to be what you want it to be. A good school system is needed to improve the quality of life throughout the city. Business also improves to the extent the city is stable."

"We provide hope and opportunity to the kids in the city . . ."

Another reason given was that business had a social responsibility to the community that was fulfilled by participation in the PIC and Boston Compact. In the words of one Board member, "Business must take a role in dealing with social problems. We criticized the government involvement and interference in these areas. Now we must provide an alternative." Another benefit cited was the improved perception of business in the community. "We're not the bad guys anymore," noted one PIC member.

The school system also benefited significantly from its involvement with the PIC and Boston Compact. "We provide hope and opportunity to the kids in the city" through summer jobs, scholarships, and assistance in the schools, noted the PIC executive director. "Students see what they can do and what they should do." The school system now has PIC staff in the schools, and students have the promise of financial aid or a job upon graduation.

Barriers to Coordination

The PIC president identified several barriers to successful coordination stemming from JTPA. First, JTPA funding is not adequate to meet the PIC's goals. He noted that the 15 percent cap on administrative spending does not provide sufficient funding for hiring staff and, thus, inhibits coordination and PIC independence. Also, while PICs need to be independent to be effective, this independence is further inhibited by JTPA's requirement that PIC's request approval from the local elected official for decisions, according to the PIC president. These perceived problems, along with the PIC's history prior to JTPA, were important reasons why the PIC obtained private contributions and chose to operate the majority of its programs outside of JTPA.

Perceptions of the PIC

The PIC's successes and its high level of corporate involvement has resulted in making it a respected and effective organization in the city. It has actively promoted itself as a facilitator and as the primary mechanism for obtaining business involvement in education, training, and employment. The PIC portrays itself as an objective mediator between the public and private sectors and has succeeded in keeping out of political controversies. Board members believe that this neutrality is an important element of the PIC's success.

Board members from the public sector believe that there is some sentiment among their constituencies that the PIC is primarily a tool of big corporations to influence public policy. However, Board members, including

those from the public sector, believe that the PIC tries to be inclusive and listens to viewpoints from all sides. One board member representing a major CBO in the city stated, "I often have a different perspective.... I am able to express my views. [The other Board members] listen and respect me.... I also get input from their perspectives," which results in a productive exchange of ideas. Another Board member from the private sector noted, "The board is very sensitive to everyone's view. We try to get input from others and have developed a collaborative atmosphere."

The PIC . . . as an objective mediator between the public and private sectors . . . has succeeded in keeping out of political controversies.

Other Coordination Activities

The PIC is an important catalyst for coordination with the school system among business, labor, and local colleges. However, the PIC has not been involved in significant coordination activities with other public agencies, such as the Welfare Department and Employment Service. The city has been more successful in coordinating with these agencies through its JTPA contracts. Both of these agencies have agreements with the city for the referral of JTPA-eligible clients.

Several respondents noted there was still a need for greater coordination efforts among these agencies. In Boston, employment and training programs are operated by the PIC, the city, and the State, with little coordination among them. The problem has worsened in recent years as State and Federal funds have been reduced, creating competition among the three entities. The president of the PIC stated that this was becoming a significant problem in the city and that the PIC would have to play a greater role in coordinating with the city and State to avoid difficulties in the coming years.

CHAIR AND MEMBER LEADERSHIP

Chair Leadership

The Boston PIC has both a chair and a president responsible for the executive and leadership functions of the Board. The chair is elected by the PIC Board members and has no set term. Since the first chair, however, the term customarily has been for 2 years. The chair appoints the PIC president, whose role is to assist the chair in carrying out his or her duties. The president normally works for the same company as the chair.

The current PIC chair, Ferdinand Colloredo-Mansfeld, was unavailable at the time of the site visit. CSR interviewed instead William S. Edgerly, the PIC's founder and first chair, who served until 1985.

Mr. Edgerly is the chairman of the State Street Bank and Trust Company, and he remains on the PIC Board. He has a long-standing interest in employment and training issues and, prior to becoming chair, served on several committees on Boston economic development, education, and city improvement. He conducted policy forums in the 1970's on employment in training in several cities for the Committee for Economic Development. Mr. Edgerly is well known nationally for this work and has testified before Congress at legislative hearings for JTPA.

Mr. Edgerly believes the PIC chair is central to the character and success of the PIC. In his opinion, the chair's role is to be a strong leader and to inspire others to get involved. The chair should have a strategy and establish a higher goal that he or she wants the PIC to accomplish. This goal not only keeps Board members motivated but provides concrete direction for the PIC's activities. The chair also has a duty to attract top-rate people to the PIC, both as staff and Board members. Staff members, especially the executive director, should be professionals in employment and training, while Board members need to be CEO's, owners, or similarly high-ranking members of their

organizations. The chair needs to have a good feel for the subject addressed by the PIC. "He should learn about these issues from all sides," according to Mr. Edgerly.

In addition to a being a real leader of the PIC, the chair should "help forge connections between business and the city. These connections should also extend to community-based organizations" so that the PIC serves as a mediator and facilitator to reaching the business community. Maintaining the active involvement of the private sector should be a high priority for the PIC, in Mr. Edgerly's view. He believes these factors are essential to keeping business involved:

- *Autonomy.* The PIC needs to have independence and real power to enact its programs and ideas. High-level corporate involvement will not be maintained unless the PIC members feel they can make a difference. "Rubber stamp" Boards will not retain good people.

- *Have an agenda.* The PIC should have a specific focus or problem it tries to address. The PIC must be involved in something important. In Boston this focus has been public education.

- *Have measurable goals.* PIC members will remain involved to the extent they feel they are making progress toward the PIC's agenda. The PIC chair should set observable goals that can be used as milestones to track PIC progress.

- *Momentum.* As the PIC is successful and manages to attract community leaders, the PIC will develop prestige and a reputation as a worthwhile organization. This reputation will then attract and help maintain top people. A cycle of success develops.

Mr. Edgerly attributes the success of the PIC in obtaining business support to these factors. He also notes that these factors would help maintain the interest and involvement of public-sector members and CBO's.

Mr. Edgerly strongly supports JTPA and the public-private partnership it promotes as well as its emphasis on linking business and education. The Boston PIC was founded on this philosophy and, consequently, when JTPA was enacted, "It did not really change things, but helped in some ways. It confirmed a partnership we already had," he noted.

Mr. Edgerly offered two criticisms of JTPA: its funding and lack of explicit guidance and authority to the PIC board. "The funding is always low. This really prevents you from doing everything you want," he observed. He also believes that JTPA needs to link job training and education more explicitly and provide more guidance to PIC's on how to develop and promote this relationship. Alternatively, JTPA should allow the PIC more authority to develop linkages, such as increasing the PIC's role in strategic planning or relaxing eligibility requirements.

Board Members

The PIC Board includes members that are very high-ranking in their professions, including CEO's and company presidents of large businesses such as New England Telephone, major banks, and insurance companies. Public-sector members include the executive director of Action for Boston Community Development (ABCD), Boston's community action agency; the executive director of the Opportunities Industrialization Centers (OIC); two seats for organized labor; the school superintendent; and the SDA director. The Board still has some of its original members and maintains its stability, although private-sector members are prone to turnover due to job changes or demands on time.

CSR interviewed six board members in addition to the past chair. All Board members were very involved in the PIC,

spending 4 to 8 hours per month on PIC activities, and had served on the board 2 to 9 years. Members performed a wide range of activities on the PIC's behalf, including making speeches, contacting businesses, and assisting in coordinating program activities. In addition, several Board members noted that they sometimes provide material assistance to the PIC through their companies. For example, the CEO of New England Telephone used the phone company's telemarketing facilities to solicit small business participation in the summer jobs program.

The private-sector Board members saw their primary role on the PIC as promoting business involvement in improving the workforce. "The PIC has always been an important vehicle for business to have an impact" on education and job training, according to Board member John L. Thompson, president of Blue Cross/Blue Shield. Business involvement also ensures that the PIC "programs work efficiently. We try to get the most bang for the buck... [through] a benign pragmatism," according to Paul O'Brien, CEO of New England Telephone. Business members believe that the major benefit of their involvement with the PIC is the means it provides them to help improve the quality of life for city residents, along with an improved and better trained workforce.

Public-sector Board members expressed several perceptions of their role on the PIC board that generally focused on ensuring that the viewpoint of their constituent groups were represented. Since much of the PIC's work centers on the school system, Laval Wilson, superintendent of public schools, believes his role is to contribute the school's input to the planning of PIC programs and policies, such as the new Boston Compact. Organized labor is a significant presence in Boston and one of the Labor Board members, Joseph Joyce, described one of his major roles as "to provide input of labor into training. We can give recommendations for training programs in the Boston area." He noted that another important role was to ensure that the PIC doesn't interfere with collective bargaining agreements. If there is a potential problem, his role is to help mediate the differences. Labor is also involved in the Boston Compact.

Robert Coard, executive director of ABCD, stated that his role was to "represent the service community—the population the PIC serves and the other CBO's. I sensitize the Board to their issues as an interpreter between business and the poor."

"The PIC has always been an important vehicle for business to have an impact" on education and job training, . . .

The private-sector members cited varied benefits to serving on the PIC. Mr. Joyce listed the benefits to organized labor as learning where jobs are or will be as well a the directions business is planning that will lead to new opportunities for employment, and the opportunity to "sit with business [to] work out our differences." He stressed that the PIC provided an opportunity for labor to get involved in employment and training programs to benefit the disadvantaged. For Mr. Coard, a major benefit of serving on the PIC is the ability to provide the community action agency viewpoint to the PIC. "To have anti-poverty programs you need community representation. The PIC does not have enough community input—community perspective," and his involvement helps meet this need. "I provide a dissenting view. I also get input from business—and a different perspective."

The Board members agreed with Mr. Edgerly's two criticisms of the JTPA: the lack of adequate funding for the PIC's activities, both in Boston and nationally, and the lack of guidance or explicit policy on coordination with schools and other agencies. Public-sector members in particular perceived JTPA's scope and perspective to be too narrow.

Board members agreed that the PIC was an excellent forum for the exchange of ideas and that members were open and receptive to different points of view. According to several members, the PIC is an unusual mix of people and there are some disagreements, but relationships are not adversarial and alternative perspectives are presented and respected. There is real collaboration and a "bias for action," in the words of one Board member.

PIC STAFF

The PIC operates with a full-time staff of 45 and 5 additional staff members during the summer. The PIC staff is responsible for all operations, including funding, programs, and service delivery.

The staff is completely separate and independent of the SDA staff and is divided into five divisions, organized around the PIC's four service program areas. All divisions have their own manager who is directly under the executive director. These divisions are:

- *Administration and Finance*;
- *Opportunities in Boston*, a program for recruiting minorities for executive-level jobs;
- *Boston Works*, the privately funded adult program;
- *Adult Programs*, operated by the city under contract and funded by JTPA; and
- *Youth Programs*, the largest division, which includes Compact Ventures, Job Collaborative, and the Partnership Program.

More than half of the PIC staff provides direct case management and job counseling services to students out of the city's high schools. The service staff members are employment and training career specialists and have public service backgrounds and experience working in education and CBO's. Program administrators have multiple years of experience in the field. The executive director has a community service background and previously was director of a CBO in the city. He also worked in the elderly services division in the mayor's office and has been with the PIC for 2 years. The director of youth services has been with the PIC for 10 years and has had a lifelong career in employment and training services, working for a community action agency, the State, and the city.

While the PIC Board sets the overall policy and direction for the PIC and is not involved in operations, the staff interacts regularly with Board members. Each PIC program has a Board member as its chair, who is responsible for providing policy guidance and sometimes material assistance for that program. The staff meets twice monthly with the program chair to discuss upcoming activities. In addition, senior staff attend all Board meetings to provide program updates to members and to obtain the Board's input on specific issues. The executive director also maintains regular contact with Board members for additional input as needed. Board members also assist through their personal contacts when necessary, as when support may be needed for a particular program.

More than half of the PIC staff provides direct case management and job counseling services to students out of the city's high schools.

The staff is most proud of its work in the school system and its ability to raise funds for PIC programs. PIC case managers and career counselors work directly out of city high schools but are PIC employees and maintain independence from the schools. They work directly with individual students and define their specific role jointly with the

school headmaster. "They have a lot of latitude and independence—they're like youth streetworkers. They're very highly motivated and enthusiastic," according to George Moriarty, acting director of youth services.

The PIC relies heavily on private funding from corporations and foundations, and the staff is largely responsible for this fundraising. Staff raise funds for their own programs and have been very successful in obtaining corporate support, sometimes using the personal contacts of Board members. "They are very creative, entrepreneurial, in approaching businesses and raising funds," according to Mr. Moriarty. These efforts are increasingly important due to the scarcity of public funds in recent years.

RELATIONSHIP WITH CHIEF ELECTED OFFICIAL

The mayor of Boston is the chief elected official who works with the PIC through the Mayor's Office of Jobs and Community Services. As the grant recipient and administrative entity, this city agency is responsible for coordinating with the PIC. The city operates separate JTPA programs under contract to community agencies. The PIC has two JTPA contracts with the city and receives JTPA funds for administration. All other PIC programs are funded through private donors. The PIC is incorporated and has always operated autonomously from the city.

CSR interviewed Neil Sullivan, senior policy advisor to the mayor. Mr. Sullivan stated that there has been a history of good relations between the city and the PIC. While the PIC must formally approve all of the city's JTPA contracts, both entities operate their programs separately and neither interferes with the other. The city has its own Policy Board for its jobs programs that advises the mayor and directs JTPA programs. The mayor "is a participant with the PIC but neither leads [nor] is lead by it," according to Mr. Sullivan. The director of the Office of Jobs and Community Services sits on the Board and represents the mayor's viewpoint. In addition, the city and PIC staffs maintain regular contact, and the mayor and the PIC executive director are personal friends. Thus, there is close and continuing contact between the PIC and city.

. . . the PIC and the city will face new challenges in the future to maintain their partnership and continue the success of the PIC.

Mr. Sullivan characterized the relationship between the two organizations as excellent, and there have been no major differences or conflicts between them.

The mayor has three major areas of interest in working with the PIC. First, he provides city support and leadership to the Boston Compact agreement, working with the PIC on reforming the school system. For example, the PIC chair served as chair of the Mayor's Committee on School Reform, while the mayor served on the PIC's Steering Committee that set the goals for the second Boston Compact. Also, the mayor sees the PIC as a vehicle for obtaining private-sector involvement. When the mayor "needs big business support" for an employment and training or education initiative, "he goes to the PIC," according to Mr. Sullivan. The PIC is a mechanism for the city to expand and maintain its public-private partnership. The mayor also is involved in promoting the PIC's summer jobs program as a means of reducing violence and tension in the city.

Mr. Sullivan noted that the PIC and the city will face new challenges in the future to maintain their partnership and continue the success of the PIC. These challenges include continuing to work on improving the school system and developing long-term goals and training programs. Mr. Sullivan, along with several Board members, noted that the PIC needs to expand the involvement of small businesses both in its programs and on the board. The PIC is well tied to the larger corporations but has been overlooking the

smaller businesses, whose involvement is needed to broaden the base of employers to place PIC clients. The PIC successfully targeted these small businesses as part of its 1989 summer jobs program.

PIC PROGRAMS

Program Operation

The Boston PIC operates its training programs directly and has few contractors. The major programmatic focus is on in-school youth services, with PIC staff being located in the city's high schools. The PIC also operates a privately funded adult job training program serving about 100 adults.

Youth Programs

A major portion of the PIC's budget and staff is dedicated to PIC's youth programs, Compact Ventures and Job Collaborative. Under the latter program, the PIC maintains a case manager in each of the city's 14 regular high schools. The goal of the program is to develop the link between academic performance and a good job upon graduation. The case managers meet with students daily to assist them with academics, after-school jobs, social service needs, preparation for college, and employment. The program also helps graduating students with job placement in companies that have signed the Boston Compact. Job Collaborative serves over 1,200 students annually.

Compact Ventures is the PIC's dropout prevention program. The program targets ninth graders and operates in 10 city high schools. The PIC has 12 case managers in the schools to help at-risk students in the transition from middle school to high school. The case manager offers academic assistance, personal counseling, help with social needs, and career exploration assistance. The program serves over 1,250 students annually.

As stated previously, the PIC has two JTPA contracts with the city to include some in-school youth in both its Job Collaborative and Compact Ventures programs. The students funded through JTPA are included under the city's performance standards. Since the PIC operates no other programs with JTPA funds, it does not maintain performance standards. For its programs, the city reports program standards for the SDA.

The PIC also operates a large summer jobs program that began in 1982 when it placed 852 students. The program has grown steadily; in 1989 it found summer employment for more than 3,300 students with more than 900 employers in the city. The program is open to all public high school students performing at a satisfactory level in school.

Adult Programs

In 1986 the PIC started an adult job training program, Boston Works, with local funding. Boston Works was designed to be an alternative, independent program that would provide the PIC with greater control and determination over job training curricula.

The PIC began the Opportunity in Boston program to recruit minorities to managerial and professional jobs in Boston corporations.

The program planned a continuum of services from literacy promotion, training for entry-level jobs, and advanced training. In 1987-1988 Boston Works served over 1,200 residents with a budget of $1.3 million. However, the program recently experienced funding and administrative problems and now has a budget of about $200,000. Through Boston Works, the PIC now operates Project Health Care, a program to train adults for positions in the health professions. The PIC also contracts for a training center for entry-level service jobs, the Center for Innovative Training and Employment.

The PIC began the Opportunity in Boston program to recruit minorities to managerial and professional jobs in Boston corporations.

PIC Board members involved in this program secure the commitment of local corporations to increase minority presence at the upper levels of the company and engage in recruitment activities to attract minority professionals to Boston. Participating companies assist in recruitment, referral, and promotional activities. The program also obtained the assistance of local minority professionals to serve as "ambassadors" to help newcomers adjust to the city. Local corporations have hired more than 600 minority professionals and managers through the program.

SUMMARY AND ASSESSMENT

The Boston PIC is a nonprofit corporation with a Board composed of 32 members appointed to indefinite terms. Members are from the city's largest corporations and include CEO's, presidents, owners, and other high-ranking professionals. The PIC Board meets monthly, has five standing committees, and is supported by a staff of 45. The city is the JTPA grant recipient and administrative entity.

The Boston PIC is very involved with the city's school system and its major emphasis is on serving in-school youth. The PIC serves as the mediator for the Boston Compact agreement, which involves major corporations, labor unions, universities, and the school system. Through the Compact agreement, the city's corporations promise jobs, scholarship funds, and material support to city high school students in exchange for the improved academic performance of the school system. The PIC, as intermediary in the agreement, obtains business support and provides direct services to high school students.

The PIC maintains staff in each of the city's high schools who serve as case managers to students to prevent dropouts and to help forge links between academic achievement and employment potential. The PIC also conducts a summer jobs program that served over 3,300 city high school students this year. In addition, the PIC operates Boston Works, an adult program that provides training for occupations in the health professions and service industries. Another PIC program, Opportunity in Boston, recruits minorities for managerial and professional positions in Boston corporations.

The PIC obtains the majority of its funding through private donors; only about 20 percent of its total budget is through JTPA. JTPA programs are operated through the city, although the PIC must approve all contracts.

The PIC is respected and well established in the city as an important vehicle to obtain the private sector's involvement in public ventures. Staff and board members provided the following reasons for the PICs success.

- High-level corporate involvement that gives the Board prestige, credibility, and resources;
- Independence of the PIC from city politics, creating the perception of the PIC as neutral and nonpartisan, further enhancing its credibility;
- Public commitment of the PIC and its board to become involved and to improve the education and employment opportunities in the city;
- A professional staff that is hard working and committed; and
- An agenda with measurable goals and specific plans.

THE PRIVATE INDUSTRY COUNCIL, INC.

Portland, Oregon
Dennis Cole, President
E. Andrew Jordan, Chair

The Private Industry Council (PIC), Inc., serves the City of Portland, Multnomah County, and Washington County service delivery area (SDA). Located in the northwest section of Oregon, the SDA accounts for an estimated 1,325,000 people, nearly half of the population of the entire State (48.8 percent). Because of a strong annexation campaign, Portland's population has increased over the past several years. It also contains the highest concentration of low-income minorities in the State. As a consequence of a downturn in sales of lumber and wood products, the SDA experienced a severe recession in 1980-82 which caused employment to drop to pre-World War II levels. A gradual economic recovery since then has resulted in greater diversity in the economic base and a current unemployment rate of approximately 5 percent.

The current PIC dates from July 1, 1987, at which time the Portland PIC and the Multnomah/Washington Counties PIC were consolidated. This action was prompted by the governor's designating a single SDA for the larger Portland area because the three jurisdictions shared a common labor market and cost savings could be realized through a merger of the two PIC's. Although the decision to consolidate was made in 1985, the process of consolidation took about 1½ years. The Multnomah/Washington PIC, which served a more suburban and rural population, had about 10 staff members and contracted out for all services. The Portland PIC, which served an urban population, had about 50 staff members and offered many direct services.

The PIC is a private, nonprofit corporation that serves as the Job Training Partnership Act (JTPA) grant recipient and administrative entity for the SDA. The PIC employs approximately 85 full-time staff members, supplemented by about 100 temporary staff members in the summer.

Approximately 40 percent of the JTPA monies are contracted out to other organizations, while the balance is used by the PIC to provide direct training and employment services. The PIC provides intake, testing, assessment, training, and job placement services to both youth and adults.

The City of Portland is governed by the City Council, composed of the mayor and four commissioners. In both Multnomah and Washington Counties, the governing body is the Board of Commissioners. These three governments appoint the PIC Board members and review and approve the job training plan.

PIC STRUCTURE

The PIC has a 26-member Board of Directors. Sixteen members represent the private sector, and the remaining 10 represent the public sector: 3, the education agencies; 2, community-based organizations (CBO's); and 1 each, organized labor, the State vocational rehabilitation agency, the State welfare agency, the State public employment agency, and Portland's economic development agency. (One seat was vacant at the time of the site visit.)

Board members hold responsible positions in their organizations. Among the 15 current private-sector representatives, at least 9 own, manage, or are presidents of their respective businesses. The remainder manage a major component (e.g., human resources) within their companies. Members from the public sector and other organizations include program or branch managers, presidents of community colleges, and others holding positions that involve considerable responsibility.

Local Chambers of Commerce and various community agencies are approached to nominate candidates for the Board when vacancies occur. The selection criteria for Board members includes being active in the local community, having a regional (not jurisdictional) perspective, and being willing to work.

Terms on the Board last for 3 years, with one-third of the members rotating each year. However, reappointment to the Board after one term is not unusual. The primary reason for replacing members is not attending meetings. Among the members, 15 served on the Board of either the Portland or the Multnomah/Washington Counties PIC prior to the consolidation, and most of them were appointed when JTPA was implemented. The other 10 members came to the Board either at or after consolidation in 1987.

New members receive an orientation to their responsibilities and PIC activities. Each person is given a notebook with all pertinent information as a reference. The PIC sponsors a 2-day planning retreat each year and, in addition to the regularly scheduled Board and committee meetings, may hold special meetings on a single topic (e.g., contracts).

Most of the Board's work is done at the committee level. There are seven committees, each of which meets monthly:

- The Adult Committee (including a Dislocated Worker Subcommittee) oversees all training programs for adults. Staff support is provided by the vice president of operations.

- The Youth Committee oversees all training programs for youth (both JTPA- and non-JTPA-funded programs). Staff support is provided by the vice president of operations.

- The Personnel Committee oversees personnel, policies, benefits, and pension issues affecting the PIC staff. The human resources manager staffs this group.

- The Finance Committee oversees the budget, insurance matters, and audits. The vice president of information and finance assists the committee.

- The Marketing and Economic Development Committee is responsible for the corporate communications plan, employer marketing, and economic development. The PIC's marketing manager is assigned to this group.

- The Operating Committee (composed of the Board officers, chairs of the standing committees, and special designees of the PIC chair) coordinates the activities of the various committees and examines legal and other issues affecting PIC activities. The PIC's president leads this committee.

Two ad hoc committees meet when necessary to address their respective concerns:

- The Legislative Committee monitors the development of legislative and congressional issues to inform and involve, when appropriate, PIC members. Staff support is provided by the vice president of research and development.

- The Nominating Committee is responsible for providing appropriate candidates for officers of the Board at the appropriate times. Staff support is provided by the PIC's president.

The full Board meets monthly at 7:30 a.m. for about 1½ hours. The bylaws do not allow proxy votes because that provision would encourage nonparticipation. Attendance at Board meetings is counted on the basis of private-sector and public-sector representation. A quorum exists only if there is a majority of private-sector members.

Board members are required to declare any conflict of interest that may emerge prior to discussing the issue and must abstain from

voting on the matter. The PIC has liability insurance for its officers and directors; therefore, concern about personal liability as a PIC member has never affected participation on the Board.

According to the PIC staff, the private-sector members are most influential. This is perceived to be a very positive influence on several counts: information must be presented in a clear, understandable manner; accountability is very important; and "feeding at the public trough" is highly undesirable. Several individuals spoke of the contrast between the present PIC operation and its predecessor, the Comprehensive Employment and Training Act (CETA) program, which tended to be more politicized and "created jobs."

POLICY AND PROGRAM PLANNING

PIC Mission and Goals

The Board sets the overall mission of the PIC. The Board meets annually to review the mission statement and its strategic implications for the coming year. This involves assessing and prioritizing the needs of the community, employers, and clients. Once this is done, the goals become quite clear. The committees handle development of goals, objectives, and programs to support the mission. Since committee members are chosen for their expertise in their subject area, recommendations made to the Board are rarely overturned.

The PIC's mission statement was revised recently, and considerable disagreement was generated in the process. Consensus-building among the Board members was required, which, according to one member, "is time well spent because it redefines and reenergizes the PIC." The new mission statement reads: "to promote individual self-sufficiency and a skilled workforce by eliminating barriers to productive employment."

Eight strategic initiatives, each defined by a number of specific objectives, have been developed to support the PIC's mission. The initiatives emphasize training, employment, and support services to low-income, hard-to-serve populations. The initiatives feature a case-management approach that addresses the range of client needs, better coordination among service providers, strengthening the PIC's infrastructure through staff assignments and regular training, changes in the procurements process, better collection and utilization of data, and improved marketing and involvement of employers in the program.

The 2-year job training plan is developed by the PIC staff, based on the joint efforts of Board members and staff in the committees. Prior to finalizing the plan, community meetings are held to invite public comment.

Policies Regarding Service Populations and Vendors

The Adult and Youth Committees play a key role in this policy-setting process. They establish priorities for services and the clients served. Ninety-five percent of the program participants must be low income. Target populations include welfare recipients, school dropouts, older workers, and minorities.

The populations hardest to serve are young welfare-dependent mothers with children, people coming out of jail, and minorities.

The populations hardest to serve are young welfare-dependent mothers with children, people coming out of jail, and minorities. According to several Board members, the PIC is not reaching enough of these people, many of whom lack job skills and who, especially the mothers, need an array of support services. A recent re-examination of the PIC's mission, objectives, and operations is prompting new efforts to better target both the program services for these populations and recruitment of

employers who can provide meaningful job opportunities.

The PIC issues Requests for Proposals (RFP's) for contracted services. Both committee members and the PIC staff members review the proposals. Once awards are made, staff members serve as liaisons to the contractors. However, the appropriate committees get monthly status reports on the contracts (number of people served, cost, etc.). Some of the awards are fixed, unit-price contracts and are monitored on a regular basis.

COORDINATION AND COMMUNITY RELATIONS

The Portland Leaders Roundtable

JTPA's intent and the PIC's mission require consensus-building and developing a broad base of support in the community. No money is allocated for these purposes as such. However, coordination activities comprise a large part of the staff's jobs. A dominant influence in planning coordinated service delivery is found in the Portland Leaders Roundtable.

The Portland Leaders Roundtable is a unique group formed in 1984 to focus on youth unemployment and the quality of young labor force entrants in Portland and Multnomah County. A 10-year plan, referred to as the Portland Investment, provides for a continuum of comprehensive services to address the needs of at-risk children and youth (prenatal to age 21). The plan's goal is to effect structural changes to reduce the number of school dropouts, improve basic skills, and provide increased access to jobs, particularly for low-income and minority youth.

Members of the Executive Committee (which meets monthly) include the chairman of U.S. Bancorp, the president of the Portland Chamber of Commerce, the mayor of Portland, a county commissioner from Multnomah County, the superintendent of schools, and the PIC chair. Recently the group was joined by the governor of Oregon, who has designated children and a quality workforce as primary concerns. The larger group of Roundtable members (which meets quarterly) consists of educators and representatives from banking, business, organized labor, and community organizations who can make major policymaking and funding decisions about youth employment programs. All participants have signed the Leaders Roundtable Master Agreement to implement the Portland Investment plan. Formulating and implementing this coordinated strategy has produced what many regard a national model of community partnerships.

Funding for the programs totals about $5 million annually. The PIC administers the majority of Portland Investment programs, including all of the JTPA programs. With its JTPA monies, the PIC is the largest single source of funding. It sponsors several youth programs in collaboration with the school system, the local government, and/or the State Youth Coordinating Council.

The Portland and Washington County Leaders Roundtables focus on youth unemployment and the quality of young labor force entrants.

About 2 years ago the Washington County Leaders Roundtable was formed with a similar emphasis on youth unemployment problems. Initially, the school superintendents were the predominant members, but with the encouragement of the PIC, more business members are becoming involved. A mentor program for school dropouts began recently.

Formal and Informal Coordination Activities

Between 1984 and 1988 the number of unemployed declined by 38 percent. However, the number of low-income people increased by 12 percent. Since the overall unemployment rate has dropped, the PIC has dealt increasingly with the hard-core

unemployed and difficult-to-place populations. Faced with the issue of "bridging the gap between the unemployable and labor market demands," the PIC has engaged in outreach and program development efforts with a wide range of community organizations and agencies.

. . . the PIC has dealt increasingly with the hard-core unemployed and difficult-to-place populations.

In June of 1989 the Northeast Employment and Training (NEET) Center opened. Northeast Portland has high unemployment and a concentration of minorities. Sponsored by the PIC, NEET is designed to help north and northeast Portland residents who are welfare recipients and/or black males become economically self-sufficient. Participants attend a 4-week, 80-hour basic workplace skills class. Trainees then implement an individualized training plan leading to successful employment. The chair of the PIC's Adult Committee was instrumental in convincing the PIC to open the center in the neighborhood and in marshalling community support for the effort. Among the organizations and agencies involved are the Northeast Coalition of Neighborhoods, the branch managers of all three State Adult and Family Services offices in the Northeast, the State Employment Services branch manager, Portland Community College, the Portland Public School District, Boise Cascade, the Oregon Business League, the Oregon Catholic Conference, and the Albina Ministerial Alliance.

The State Vocational Rehabilitation Division's mission is similar to the PIC's in that it helps the disabled move toward independence and self-sufficiency. Since the fall of 1986 several vocational rehabilitation counselors have met monthly with PIC staff to discuss concerns and programs that each agency offers. These contacts have opened some PIC training slots to the Vocational Rehabilitation Division's clientele. Conversely, the State takes applications of people served by the PIC who are not on the State's caseload. This extends an array of support services to eligible disabled individuals seeking gainful employment.

The PIC has a longstanding relationship with the State Employment Division, which provides orientation, information, eligibility, and referral services. Other groups with which the PIC coordinates and/or has contractual arrangements include the county juvenile court, several youth service centers and programs, the Urban League, various community-based organizations (CBO's), organized labor, local governments, and local Chambers of Commerce.

Welfare reform has prompted integrated planning and delivery of services among key groups in the State, including the PIC. The new Job Opportunities and Basic Skills (JOBS) program seeks to break the cycle of poverty through the provision of comprehensive services (basic skills, life skills, health care, substance and sexual abuse remedies, work ethics, and job training) that will lead to meaningful employment. There are seven pilot programs in the State, including "Steps to Success," which is located in the East Portland branch of the Oregon Employment Division's Department of Human Resources. Each pilot program had to be designed locally and approved by the State.

Welfare reform has prompted integrated planning and delivery of services among key groups in the State, including the PIC.

The PIC worked with representatives from the Employment Division, Vocational Rehabilitation, Legal Aid, the private sector, education agencies, and others to assist the Adult and Family Services Division in designing and then implementing the program.

JOBNET is a consortium of several organizations: the PIC, the Clackamas County PIC, the State Employment Division,

three community colleges (Portland, Mt. Hood, and Clackamas County), and the Portland Development Commission. Funded through community development block grant monies, JOBNET serves as a broker of employment and training resources to new or expanding employers in the area. Acting as a single point of contact for both employers and community resources, JOBNET matches local labor pools to the employers' needs.

Interaction with the State Job Training Coordinating Council (SJTCC) has been ongoing, especially with respect to program designs, funding applications, and policymaking recommendations. The PIC chair and others have urged SJTCC to assume a larger role beyond its JTPA responsibilities by helping set statewide policy in employment and training issues.

Coordination activities with local education agencies, particularly the numerous public school districts in the SDA, have varied considerably. In recent years more school districts have come to see the PIC as a resource. The Portland Public School District, Portland Community College (with a branch in Washington County), and Mt. Hood Community College in Multnomah County (with branches in Portland) are active partners with the PIC in providing basic skills and job skills training for youth and adults. Previously involvement of the public high schools in the two counties was limited. Now the PIC has contracts with six school districts in Multnomah County and eight in Washington County.

In Washington and Multnomah Counties the State Student Retention Initiative was begun to fund programs to keep and/or get youth in school. The PIC has worked with the school districts, social agencies (such as Adult and Family Services, Children's Services, mental health, and drug and alcohol agencies), and business representatives to help design and implement this program.

Mechanisms and Factors That Enhance Coordination

Regular, formal mechanisms that enhance communication and coordination include the monthly PIC Board meetings, Roundtable Executive Committee meetings, and PIC staff contacts with providers and others in the community. Informal networks are also very strong. Because many organizations deal with the same population and have similar problems, personnel at both the policy and staff levels recognize that their organizational goals cannot be achieved without the help of other organizations.

More important than the mechanisms used are those key factors that prompt efforts toward effective coordination. The PIC Board members cited such factors as existence of a need, understanding the value of being a team player, dedicated people who are willing to devote time, a population small enough that people know each other, and big business representatives on the Board who give the PIC credibility.

Staff recognize that organizational goals cannot be achieved without the help of other organizations.

Benefits for Other Groups

One of the most significant benefits of working together is the ability to maximize use of the resources (dollars, facilities, and staff expertise) to better serve employers, the target population, and the community. For example, dropouts have resumed their formal education in newly developed or existing alternative schools in some of the public schools. The school can now count the students and receive more education money, and participants are receiving graduate equivalency diplomas (GED's) and skills training to become better qualified for the workforce. The same facilities used for the regular school classes are used for night

classes. Other cooperatively developed programs demonstrate that remediation can move youth up one to two grade levels and promote completion of high school.

The Employment Division is "deluged" with job orders they cannot easily fill, so staff turn to the PIC for its trainees. Vocational Rehabilitation and PIC staff share job leads. This sharing of resources not only helps the clientele served but also helps promote "employers' perceptions that social services dollars pay off."

For employers, the linkages between the PIC, the Employment Division, and JOBNET means that there is a place to go for qualified people. These resources almost become an extension of companies' employment functions. In addition to these benefits, working with the PIC avoids duplication of services and provides better-quality training to the target population.

Those in the community who know the PIC believe that it has a good reputation for providing job training and other resources for dealing with the unemployed. However, many people in the community at large are unaware of the PIC. Some individuals indicated that the PIC needs to improve its marketing strategies and increase its effectiveness in attracting business and working with CBO's.

The PIC has goals, set by the Board, to reach blacks, Hispanics, Native Americans, and Southeast Asians. Several groups are not yet served at the goal level. The PIC has an advertising campaign (e.g., radio spots, flyers) to get information to the Spanish-speaking population. As previously stated, the newly opened NEET Center in Northeast Portland promises to improve employment and training opportunities for minorities, particularly blacks. The Oregon Human Development Corporation, a nonprofit CBO represented on the Board, concentrates on migrants, most of whom are Hispanic. Identification and involvement of other minority-oriented organizations to help reach these underserved populations is still necessary.

The business community reportedly has mixed perceptions of the PIC. Among the local Chambers of Commerce and employers who have used its services, the PIC is viewed very positively. Among small businesses and some other firms, the PIC is seen as a resource for entry-level employees only. According to one Board member, some employers have too high an expectation regarding the numbers and job readiness of the trainees that the PIC can provide.

Barriers to Effective Community Relationships and Coordination

All the Board members identified barriers to developing and sustaining effective coordination efforts in the community. These include the following:

- Ingrained reluctance of the business community to devote energy to these programs ("They were bottlefed by CETA").
- Suspicion regarding the ability of publicly funded job training programs to meet employers' needs (prompted sometimes by negative views of CETA).
- Lack of a positive image of the PIC among some members of the business community (prompted in part by inadequate outcome data on program participants).
- Unawareness of at-risk or disadvantaged people living in the community, particularly in Washington County.
- Differing organizational missions.
- Lack of communication about mission and respective roles of each organization.
- Turf problems (the Employment Division says placements are its responsibility; the schools say basic education is their responsibility).

- Personality conflicts and/or egos.
- Resistance to change.
- JTPA rules and regulations (especially documentation of eligibility, which requires a lot of paperwork for applicants, CBO's, and school districts; the age and low-income limitations, which pose problems for school districts; performance-based contracts, which do not necessarily lend themselves to needs of employers; and requiring not-for-profit organizations [e.g., community colleges] to separate administrative costs from direct services costs, unlike for-profit organizations).
- Insufficient money and other resources.
- Local and State public officials not believing that the private sector is a resource.
- Changes in elected officials, which creates an ongoing need and requires considerable time to educate, inform, and involve these individuals.
- Factions within one's own agency.
- Inability or failure to identify the appropriate people in the community who can marshall resources and support (e.g., finding someone in the black community who can speak for blacks, or focusing on a school principal rather than dealing with the school district superintendent).

According to Board members and PIC staff, many of these barriers can be overcome by establishing relationships with people, identifying common interests, being honest, and showing that there are no hidden agendas. In the case of personality conflicts, substituting another spokesperson, lead contact, or "negotiator" may be very helpful.

CHAIR AND MEMBER LEADERSHIP

Chair Leadership

The PIC has had two chairs, one of whom served on the Portland PIC prior to its merger with the Multnomah/Washington Counties PIC. The second and current chair, E. Andrew Jordan, served on the Multnomah/Washington PIC.

Mr. Jordan is an attorney and managing shareholder in his firm. Although he has expertise in employment law, he does not regard this as particularly relevant to his work on the PIC. Prior to joining his firm 6 years ago, he served for 10 years as the general counsel for the Metropolitan Service District (MSD), a public agency involved in matters related to construction, landfills, sewer plants, etc., in the Portland area. The consolidation of the two PIC's raised numerous legal issues. The combination of Mr. Jordan's legal expertise and professional experiences resulted in his assuming the chairmanship of the PIC after the first chair resigned.

Mr. Jordan views his role as that of an activist, which means inventing new programs and acting in a visionary capacity. He brings a business viewpoint to the PIC. He also brings considerable experience working in political spheres (from his years at MSD), which is valuable because "the PIC is a political entity."

While lacking some knowledge in employment and training issues as well as the population served, Mr. Jordan cannot justify spending the time required to learn everything, so he relies on others to provide that expertise. On average, he spends about 3 hours per week on PIC business.

The work of the PIC is done by committee members who have developed expertise on issues and programs in their fields and make recommendations to the Board. This structure maximizes utilization of everyone's time. Board meetings typically are short.

One of the PIC's major tasks is developing better public relations to attract

businesses that can offer jobs at higher pay and better career opportunities than fast food companies (e.g., high- and low-tech companies). With the movement toward a service-based economy, Mr. Jordan believes that the PIC needs to focus more on industry. Such an emphasis has major implications for training, especially with the severe shortage of job-ready employees in the Portland area.

Board Members

Over one-half of the PIC's Board members served on the Boards of the two PIC's prior to consolidation. Most of them were founding members; the remaining members have served on the Board for 2 years or less. Of the nine Board members interviewed, four represent business and five represent different public-sector areas. All these individuals bring to the Board long-term involvement in their professional fields and solid roots in the community. As stated earlier, members hold high-level positions in their organizations.

The Board members average 10 to 12 hours per month on PIC activities. This time is spent preparing for and attending monthly committee and full Board meetings. Attending other committee or PIC contractor meetings and seasonal demands (e.g., the yearly audit, procurement process for contractors) increases the time required for several members.

Committee members become quite involved in the decisionmaking and policymaking process. For example, the Adult Committee debates whom to serve; what percentages of women, men, handicapped, Hispanics, blacks, Asians, etc., will be targeted in each community; and what kind of programs the PIC will run. Increasingly, more long-term training programs are needed, a reflection of the changing economy and the less-skilled population being served. Once these decisions are made, RFP's are issued, the proposals are reviewed by staff and committee members, and contracts are awarded. The committee monitors those contracts based on monthly reports about targets being met, whether the plan is being followed, and what to do if corrective actions are needed. A similar process goes on in the Youth Committee.

Representatives from the private sector spoke of bringing to the Board a sense of practicality, realism, and timeliness to PIC operations and activities. "The bureaucrat doesn't have to sell [widgets] to make his salary. We must ensure that the PIC doesn't become a bureaucracy." Others characterized the viewpoints they bring to the PIC as a commitment to "making people successful" through education; advocacy for minorities and the disadvantaged; promotion of decent, stable jobs in which people can grow; and awareness of and sensitivity to the needs of those in the community.

Differences of opinion do surface among Board members, although there is much less arguing compared to the earlier years. Members are encouraged to speak their mind ("It's OK to disagree"). Usually differences are resolved at the committee level. In the 6 months preceding the site visit, there were only two or three votes that were not unanimous. Consensus is achieved through respect for each other's opinion, an understanding of JTPA's intent and the PIC's mission, fact-finding, discussion of the pro's and con's, and some compromising on the part of members. The majority rules when the vote is taken.

Private-sector Board members bring to the PIC a sense of practicality, realism, and timeliness.

Jurisdictional issues are becoming less strong. One reason for this is the care taken to try to allocate the monies according to the percentage of the eligible population in each of the three political jurisdictions. Another reason is the emphasis on the needs of JTPA's clientele regardless of color. According to one member, the leadership of

strong Board members is responsible for this focus.

Barriers to participation are the amount of time, commitment to the purpose, and willingness required to become knowledgeable about employment and training issues and programs. If members do not participate, they are asked to step down.

PIC STAFF

The PIC employs 85 full-time staff and about 80 part-time staff, with most of the part-time staff working in the summer youth program. The management team consists of the president, vice president of research and development, vice president of communications, vice president of finance and information, human resources manager, administrative assistant, vice president of operations, youth program manager, employment and training manager, and adult contract special projects manager.

Mr. Dennis Cole, the PIC's president, came to the Portland PIC in 1984. Previously he directed the Southwest Washington PIC (across the Columbia River from Portland in Washington State) under CETA. His earlier professional experience includes work as a CETA management information specialist and a Public Service Employment staff member and, with a masters degree in Theology from Yale Divinity School, 6 years as an ordained minister. The other management staff and more senior line staff generally have experience in employment and training programs, are familiar with complex working and funding relationships (important because the PIC administers programs funded by 25 different sources), and have skills in cultivating partnerships.

Staff members are assigned to work with each Board committee. They prepare background materials and reports and conduct research as needed by the committees regarding programmatic and policy matters. The staff also develops the RFP's for the contracting processes.

The PIC staff plays a significant role in policysetting. In many instances, the Board adopts policy presented by the staff for consideration. Strategic planning also is done by staff, whose role is seen as both positive and critical to the success of the PIC. While each committee has the final say regarding matters for which it is responsible, the relationship between staff and Board members is collaborative and does not normally involve significant differences of opinion. If there is a major controversy, usually the Operating Committee, rather than the full Board, will resolve the differences. The Board has final approval in the hiring and firing of the president, who, in turn, is responsible for all other hirings and firings.

Major accomplishments of PIC staff include helping to design and implement innovative adult services programs for hard-to-serve populations (e.g., the work program for ex-offenders, NEET, the displaced homemaker program, and the welfare reform demonstration project) and youth programs, particularly those targeted at in-school, at-risk youth and dropouts.

The Communications Division is responsible for public relations (PR) and promotion. Several types of PR (e.g., radio spots, brochures, T-shirts, feature articles) have been developed for various populations. While these efforts have gotten a lot of press, it has not been "planful," and many people still do not know what the PIC does. The staff has begun developing a marketing plan for employers, applicants, and other significant potential participants.

RELATIONSHIP WITH CHIEF ELECTED OFFICIALS

Three political jurisdictions are involved with the PIC—the City of Portland, headed by the mayor and four elected commissioners; and Multnomah and Washington Counties—each governed by a Board of five elected commissioners. Interviews were held with the mayor's aide and a Multnomah County commissioner.

The PIC's relationship with the mayor is particularly strong because of his involvement in the Leaders Roundtable, which has led to the city's committing $500,000 in support of PIC-sponsored youth programs. The mayor designated one of his aides as the liaison to the PIC during the consolidation of the two PIC's. This individual still functions as liaison.

The Multnomah County commissioner served on the county PIC as an elected official prior to the merger with the Portland PIC. She indicated that, in order to meet the goal of having geographic diversity on the consolidated PIC, a decision was made not to include elected officials on the new Board. In her view, the alliance between the PIC and the city is stronger than the alliance between the PIC and either of the two counties.

Examples of communication between local elected officials (LEO's) and the PIC can be found in quarterly and year-end reports from the PIC, briefings held during the planning process or for special events, and Roundtable meetings.

The LEO's choose not to be substantively involved in program design or planning. They would become involved if something arose that was "out of bounds." However, since the LEO's make appointments to the PIC's Board, they are in a position to influence the organization's leadership.

Primary interests of the LEO's in JTPA activities focus on making employment and training opportunities available to the eligible population, particularly those residents in areas of high unemployment. The mayor's aide reported a very good record in getting new jobs last year, but in black neighborhoods unemployment rates still range from 20 to 30 percent.

PIC PROGRAM PERFORMANCE

PIC Services

The PIC serves approximately 5,000 adults and youth annually in the JTPA-funded programs. Forty percent of the dollars are contracted out; the PIC provides direct services with the balance.

At its downtown location, the PIC provides services for eligible adults that include a 2-day communications assessment seminar (including basic skills testing); pre-employment training (e.g., job search skills training); a job club; work experience and specialized classroom training for adults 55 and over; and GED classes. At the Youth Employment Institute (YEI) location, the PIC's direct services include pre-employment training, job development, on-the-job training (OJT), and basic skills/GED classes for eligible youth. With the Portland Public Schools, the PIC operates the Summer Training and Education Program (STEP), which targets 14- and 15-year-olds from low-income families. STEP provides a combination of education, work experience, and personal counseling to reduce summer learning losses. It also features in-school mentors.

Primary vendors of contracted services include the Portland and Mt. Hood Community Colleges, which provide adult and youth training, placement, and other employment-related services, including a dislocated worker program; the Beaverton Community Youth Services; the Beaverton Youth Service Center; and the Oregon Human Development Corporation (Title IIA/B Youth Employment); the Albina Ministerial Alliance, which provides a year-round self-enhancement program that targets at-risk, minority, in-school adolescents; and the Oregon State Employment Division, which provides eligibility determination, assessment, pre-employment training, job search services, and a program for homeless veterans. Effective July 1, 1989, however, the PIC took over the eligibility determination process in Multnomah and Washington counties. This decision was made to reduce administrative costs and provide more flexibility in serving the target populations.

The State has always passed Title III dislocated worker funds to the SDA's. Thus, the PIC contracted with Mt. Hood

Community College for its dislocated worker program prior to the passage of the Economic Dislocation and Worker Assistance Adjustment (EDWAA) Act. The new EDWAA program actually had a negative effect on services, because it added reporting requirements and administrative costs at the State level. The PIC's share of Title III monies dropped by about $200,000 (one-third of the previous year's amount).

As described earlier, the PIC issues RFP's for contracted services. Proposals submitted in response to the RFP's are reviewed by PIC staff and committee members. Contracts are awarded to the successful bidders.

Major Training Contractors

One of the PIC's major contractors is the Portland Community College. It has had several contracts, some of which fund clerical training and adult GED services. The Rock Creek campus administers the college's largest contract, the Washington County Consortium, made up of Portland Community College and the Hillsboro and Beaverton Area Chambers of Commerce. Through this contract which targets Title IIA adult eligibles, the college provides assessment, basic skills and vocational skills training (electronics assembly and accounting), pre-employment training (PET), job search assistance, OJT, and direct placement.

Of the 360 JTPA eligibles enrolled between October and May, 327 have been enrolled through the program. As of March 31, 1989, 30 percent were ethnic minorities (mostly Hispanic, over half of whom did not speak English). Certification of eligibility has been done by the Employment Division. Orientations to the program are conducted in both Hillsboro and Beaverton. Participants go through three mornings of preassessment and screening workshops. Then, in individual meetings with staff, the assessment results (i.e., reading, comprehension, and math) are reviewed. Based on the total assessment, staff assignments and referrals are made to various parts of the program. For people referred to the Portland Community College campus for training, staff first go to the Hillsboro and Beaverton locations to meet participants and explain what they can expect to do. This approach was adopted to reduce no-shows that had resulted from applicants being afraid to go to the campus.

The electronics training segment is geared to entry-level jobs in circuit board assembly. Ten people are trained during an 8-hour/day, 2-week course. At the time of the site visit, about 56 individuals had completed the course.

Representatives from some of the area's largest electronic companies serve on the program's Advisory Board. These individuals designed the curriculum. At the Board meetings every other month, they discuss what does and does not work and make adjustments. This led to the course being restructured to allow more time to be spent on soldering. At the end of the 2-week course, companies that are hiring come to the campus to interview the graduates. Placements have ranged between 80 and 90 percent of the completers. Some of these placements have been made with 4 or 5 employers under a bilingual supervisor. Overall, the training has been a "good fit" with the employers' needs.

The accounting course involves 6 hours per day for 6 months. Of the 20 people enrolled in the course, 14 completed it. Portland Community College's performance-based contract calls for an 85 percent completion rate in this course, and the actual rate falls considerably short of that. This can be attributed in part to the Consortium starting about 3 months late. With the need to get people into the program quickly, many hard-to-serve were recruited. A number of these individuals had personal problems that caused them to drop out.

The PIC has issued a new RFP for these services that specifies such performance objectives as placements in jobs paying no less than $5/hour and percentages of completers for different populations (e.g., ethnic minorities [31 percent]; women [58 percent]; and welfare recipients [30 percent]). To serve these groups, the Portland

Community College must plan for attrition and provide for more intensive case management throughout the entire process. Based on this year's experience, the college staff has developed some screening guidelines to use in the next program year. These guidelines will help identify people whose problems with substance abuse, homelessness, and/or irratic, illegal, or assaultive behaviors require referral and intervention services before initiating training or work search activities.

Portland Community College's involvement in the Consortium provides access to, and use of, existing resources. In addition to its in-kind contributions (e.g., classroom space), the college can adapt some of its existing instructional programs for the coursework and offer computer support, bilingual instructors, and electronic equipment to operate the program.

The Oregon Human Development Corporation (OHDC) is a nonprofit CBO that also operates in California, Hawaii, and Washington. OHDC has three PIC contracts in Washington County to serve the following groups: in-school Hispanic youth, out-of-school youth, and migrant dropouts. OHDC works with the local school districts to identify at-risk and out-of-school youth. In addition, individuals can walk into OHDC's Hillsboro office. About 200 youth are involved in these programs.

Eligible applicants get such services as pre-employment training, job search assistance, basic skills, GED, English as a second language, vocational education, work experience, and OJT (e.g., in retail and computers). OHDC has a number of field offices and operates other programs (e.g., employment, substance abuse) to which clients can be referred. This benefits the PIC because OHDC can reach more individuals and offer an array of support services.

Innovative Programs

The PIC's emphasis on targeting low-income, hard-to-serve populations for education, training, and employment opportunities has resulted in the development of several innovative programs. Among the programs offering adult services, PIC members and staff regard the following with special pride:

> *"More and more, the emphasis is on in-school programs."*

- An ex-offender program operated by the Willamette Employment Resource Center (WERC). Open to eligible individuals over age 18, WERC provides ongoing PET, OJT, skill training, and work experience to people in the correctional system or on parole or probation. This program began about 6 or 7 years ago in response to concerns about the high recidivism rate of ex-offenders from the State Penitentiary and Oregon's nationwide lead in the number of banks robbed. Initiated in Portland, the program since has extended to Multnomah and Washington Counties. Funded for 158 slots, WERC had 66 slots available at the time of the site visit.

- NEET, which targets adult black males and welfare recipients. The newly opened center is located where the target population lives, instead of downtown. The Oregon Employment Division is colocated there and has a computer terminal tied into its statewide system. Efforts are being made to colocate the State's Adult and Family Services. Portland Community College is offering GED and basic skills training onsite. The college may get its own center 3 to 4 blocks away in order to provide more comprehensive services.

- Project Independence, located in northeast Portland and operated by

Porland Community College and the PIC. This project has served displaced homemakers since 1985. Approximately 70 percent of the participants are welfare recipients, and 45 percent are minorities. Adult and Family Services has been colocated with the Portland Community College and the PIC since the program's inception.

As stated previously, the Leaders Roundtable has been a major force in developing prevention programs to reduce youth unemployment and school dropouts. More and more, the emphasis is on in-school programs. As one of the key members of the Roundtable, the PIC has been very involved in some of the innovative approaches designed to address youth unemployment problems.

- The Youth Employment Institute (YEI), receiving 80 percent of its funds from the State, targets primarily out-of-school minorities. PET, job development, and OJT services are provided in a positive environment where youth are treated as adults and held accountable for what they do.

- Summer Training and Education Program (STEP) started with a grant from Public/Private Ventures to target dropouts and the prevention of teen pregnancy. As described earlier, it is now operated by the PIC and the Portland Public Schools. Since the consolidation of the PICs, the model has been adopted by four major school districts in Multnomah County and five districts in Washington County.

- A new initiative has just been launched by the Portland Roundtable to develop a model based on the YEI that offers employment, short-term training programs, and enhanced summer work experience for young adults. Prompted by concerns about growing crime rates and gang activities that are believed to stem from unemployment, the Governor asked for help in addressing the problem. At a recent Roundtable meeting, members committed about $700,000 to develop and implement the model (money came from JTPA, the PIC's unrestricted funds, the Portland School District, Multnomah County, United Way, the Parks Department, the Governor, etc.). About 700 youths, identified by Multnomah County Juvenile Court, the schools, the PIC, and others, have been targeted for services.

Evaluation and Performance Standards

Contract liaisons in the PIC's Operations Division oversee the activities of contractors delivering services. Each liaison monitors a caseload of projects and provides technical assistance as needed. Liaisons serve a critical role in the service delivery system operated by the PIC. Monthly reports from the contractors document ongoing activities and project status. In addition, every 2 months all the contractors meet with the vice president of operations and the staff to discuss progress, problems, and PIC goals and directions.

Risk management monitoring occurs annually through onsite visits to each contractor. The compliance and audit unit in a different PIC division makes these visits. The PIC staff requests program improvements when necessary and, if appropriate, provide technical assistance.

As part of the emphasis on retention, the PIC is introducing a 13-week followup report that includes the 5 questions required by the Department of Labor plus another 20 to 25 created by staff. Information is already available on adult and out-of-school youth programs. As soon as 13-week-retention data are collected across all contracts, an assessment will be made of changes and improvements that need to be instituted.

The Adult and Youth Committees review monthly status reports on the PIC direct services and contracts in their respective areas. Corrective actions are identified when necessary. Members may also attend the contractor meetings to stay abreast of current issues and concerns that relate to program performance.

In Program Year (PY) 1988 the PIC exceeded its performance standards. The entered employment rate was 69.4 percent. In Title IIA youth, total enrollments and placements exceeded the year's goals. These data reflect performance across the SDA; in some instances the individual goals established for each of the three jurisdictions were not reached. The following exhibit displays the performance standards.

The performance standards generally are regarded necessary and fair. They measure accomplishment and provide a good picture of program progress. Two staff members said that a retention standard to measure longer-term impact is needed. Other individuals felt that the performance standards will penalize the PIC because it targets hard-to-serve populations that require longer time periods to educate and train (e.g., to move from a fourth to ninth grade education level, to gain some job search abilities, and acquire some job skills). There also "should be a way of holding some partners accountable, such as the number of dropouts from schools." Performance standards are not adjusted for local conditions in the SDA. For the State's seven SDAs, it's "one for all and all for one."

The past year's experience reveals that the match between employers' needs and the training offered needs to be improved. A recent survey shows that the PIC has to target more effectively employers whose requirements can be met by the JTPA-trained population placed at decent wages. For example, service industries face labor shortages, and the electronic industries are raiding each others' companies for employees. The strategic planning that resulted in the PIC's revised mission statement and eight initiatives reflects efforts to improve the fit between the SDA's labor market demands and the JTPA-eligible populations served.

SUMMARY AND ASSESSMENT

The PIC serves the City of Portland, Multnomah County, and Washington County SDA, which includes about one-half of the population and the highest concentration of minorities in the State of Oregon. The PIC was formed in 1987, when the city and county PIC's were consolidated.

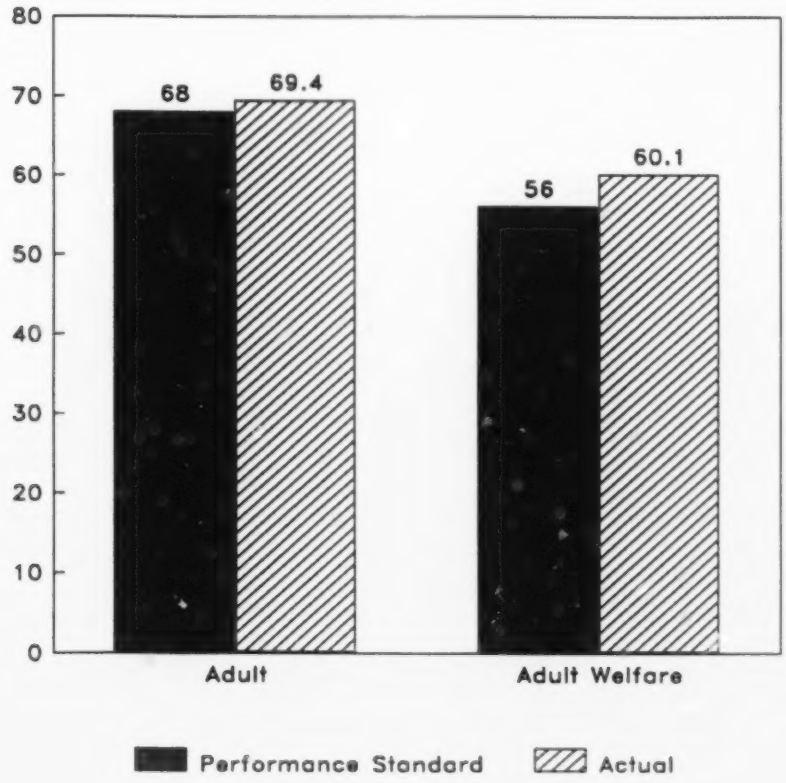
The Board has 26 members, 16 of whom represent the business community, and meets monthly. Approximately 60 percent of the members served on their respective PIC Boards prior to the consolidation. The Board has seven operating committees.

The PIC employs about 85 full-time staff, supplemented by about 80 part-time employees who work primarily in the summer youth programs. It is a private, nonprofit corporation and has considerable autonomy from the city and county governments.

Ninety-five percent of program participants must be low income. The PIC targets hard-to-serve populations—welfare recipients, school dropouts, older workers, and minorities. It provides direct services (intake, assessment, basic skills, job search and job skills training, and placement) and contracts out 40 percent of JTPA funds to public and private organizations for a similar range of services.

Partnerships with major groups in the public and private sectors to plan and deliver services is a key factor in the PIC's success. A dominant influence in this development is the Leaders Roundtable, formed in 1984 to address youth unemployment problems. Its members consist of business, political, educational, and other leaders in Portland and Multnomah County who can make major policymaking and funding decisions about youth employment programs. Signatories to the Master Agreement contribute toward implementation of the 10-year Portland Investment Plan. Many regard this a national model of community partnerships. A similar

ENTERED EMPLOYMENT RATES
PORTLAND PY88



Category	Performance Standard	Actual Result	Variance
Adult Average Cost per Entered Employment	$4,500	$3,500	22%
Adult Followup Entered Employment Rate	60%	76.7%	28%
Adult Welfare Followup Entered Employment Rate	50%	60.7%	21.4%
Youth Positive Termination	75%	84.3%	12.4%

group was formed 2 years ago in Washington County.

The PIC works closely with the State Employment Division's Department of Human Resources, the State Adult and Family Services, the courts, public school districts, community colleges, local governments, local Chambers of Commerce, and various CBO's in coordinating service delivery for JTPA-eligible adults and youth. Among the innovative training and employment programs designed and implemented by the PIC and its contractors are an ex-offender program; NEET—targeted to adult black males and welfare recipients; a dislocated homemaker program; the Youth Employment Institute, aimed at out-of-school minorities; and the Summer Training and Education Program, focused on at-risk, in-school youth and dropouts.

Respondents attributed the PIC's success to the following factors:

- Strong leadership and vision from the PIC chair and president.
- Competent, hard-working staff who are committed to the PIC's mission, provide the mix of necessary skills (e.g., negotiation, partnering, program design, handling phone calls), and are not afraid of changes.
- Board members who are educated, represent a good cross-section of community needs and populations, actively promote the PIC's mission, and are willing to adopt nontraditional approaches in serving the target population (i.e., they are risktakers).
- All the major players are willing to be members of a team and not a star.
- "People at the table put their own agendas on the back burner. They are committed to wanting people to work. It's a shared value about the importance of work and giving the opportunity to do so."
- Development of partnerships in both the private and public sectors and maintaining an ongoing relationship to keep everyone informed and involved.
- Community groups (e.g., CBO's) and State/local offices that are willing to share resources.
- Clear identification of and consensus about problems.
- Strong drive toward economic development that is part of the JTPA program; business is going to benefit by having a good workforce, but this is not the end product.
- "Success begets success (once you perform well for an employer, you've got him hooked, because he has a valuable employee)."
- Focus on "performance (which is larger than the performance standards). The issue is self-sufficiency. Emphasis on the cost for entered employment is a disincentive to the mission of self-sufficiency."
- Portland's manageable size—"one person can still make a difference."
- Distance or quasi-independence of the PIC from politics that allows the president and staff to do their jobs.

PRACTICAL GUIDANCE FOR STRENGTHENING PRIVATE INDUSTRY COUNCILS

VOLUME II: ANALYTIC SUMMARY AND RECOMMENDATIONS

FINAL REPORT

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CHAPTER 1. INTRODUCTION

The Private Industry Council (PIC) is the cornerstone of the service delivery system under the Job Training Partnership Act (JTPA). The PIC's are the primary mechanism by which the private sector, along with representatives from public agencies, can provide policy guidance and oversee the direction of employment and training programs in its service delivery area (SDA).

In partnership with the local elected official (LEO), the PIC is responsible for developing the local job training plan that describes planned services, procedures for identifying and recruiting participants, performance goals, budgets, and methods for selecting service providers. PIC's are also expected to assume a leadership role in JTPA activities in the SDA, including coordination activities with related agencies.

A 1983 survey of PIC members by the National Alliance of Business (NAB) found considerable variation in size, structure, council responsibilities, and involvement of business members. Other studies of JTPA have found wide differences in effectiveness among PIC's, suggesting that councils have considerable ability to influence the nature of employment and training activities. However, there has been little systematic examination of the factors that promote effective PIC functioning.

To address this gap in knowledge, the Employment and Training Administration (ETA) of the Department of Labor awarded a contract to CSR, Incorporated, to select and systematically study 10 exemplary PIC's. The goals of the study were to determine elements that make for an effective PIC and to identify strategies of effective PIC's in relating their JTPA programs to other organizations and segments of the community. Specifically, ETA asked CSR to examine:

- The depth of PIC member knowledge and understanding of JTPA;
- The extent to which exemplary PIC's are involved in setting policy within their SDA's;
- The degree to which exemplary PIC's are involved in SDA operations;
- The extent and nature of nonbusiness members' participation in PIC's; and
- The nature of relationships among PIC's, LEO's, and program operators in terms of how authority is expressed, goals are established, and disputes are resolved.

Through an examination of these issues, CSR was to develop a set of guidelines for PIC's to follow to ensure maximum effectiveness, and to make suggestions for improving the PIC system.

METHODOLOGY OF THE STUDY

CSR's first task was to identify 10 exemplary PIC's. This involved identifying the characteristics of an exemplary PIC and then selecting PIC's based on these criteria. To assist in the identification process, an advisory board was formed consisting of a senior staff member from five public interest groups involved in employment and training and knowledgeable of these programs at the local level. These public interest groups were NAB, the National Association of Private Industry Councils, National Job Training Partnership, Inc., the National Association of Counties, and the U.S. Conference of Mayors.

Each advisory board member, who was knowledgeable of PIC's and the JTPA system, was asked to identify key criteria of an exemplary PIC. In addition, the Department of Labor asked the ETA regional administrator in each of the Department's 10 regions to recommend selection criteria. Through these sources, CSR collected 42 characteristics of exemplary PIC's. These characteristics were reduced to 19 by combining similar criteria and by eliminating duplicates and criteria recommended by fewer than three respondents. These criteria are provided in the appendix.

In the second stage of the selection process, the advisory board members were asked to nominate 5 to 10 exemplary PIC's, using the 19 criteria. For each PIC, the nominator identified the criteria met and gave other reasons why the PIC was considered exemplary. The advisory board nominated 20 exemplary PIC's. The nominated PIC's were from all regions of the country and served SDA's in large cities, smaller cities, and rural areas.

The names of the 20 PIC's were submitted to ETA, which selected the 10 exemplary PIC's for the study. In making the selection, ETA considered (1) whether the PIC's operated job training programs, not just job search and referral; (2) involvement of the PIC's in coordination with other community agencies; and (3) how well the PIC's met the performance standards. ETA also ensured geographic representation of the country and inclusion of SDA's of varying sizes in its final selection. The exemplary PIC's selected for this study were:

- The Business and Industry Employment Development Council, Inc. (Pinellas County, Florida);

- Private Industry Council of Philadelphia, Inc.;

- Corpus Christi/Nueces County Private Industry Council, Inc.;
- The Private Industry Council, Portland, Oregon;
- Boston Private Industry Council;
- Contra Costa County Private Industry Council (California);
- Private Industry Council of Atlanta;
- Rural Colorado Private Industry Council;
- PIC of Greater Raritan, Inc. (Hunterdon, Middlesex, Somerset Counties, New Jersey); and
- Kankakee Valley Private Industry Council (Indiana).

To collect information on the structure, operation, and policies of the PIC's, CSR scheduled 3- or 4-day visits to each PIC. These visits occurred between April and August 1989. At each site, CSR staff interviewed the PIC chair, executive director, LEO, one or two senior staff members, four to seven PIC members, major contractors, and the SDA director where there was a separate SDA staff. Respondents provided information about their areas of involvement and interaction with the PIC. Interviews with executive directors and PIC chairs lasted about 2 hours; other interviews lasted 30 minutes to 1 hour. Twelve to 20 interviews were conducted at each site.

CSR's subcontractor, Cygnus Corporation, with the assistance of the CSR project manager, developed a topical interview guide for the study based on a review of previous work evaluating JTPA programs and PIC's, advice from advisory board members, and Cygnus' and CSR's knowledge of and experience with JTPA and related employment and training programs. The guide was used during interviews to collect information in seven areas related to PIC operation, composition, and functioning:

- History and structure of the PIC;
- Policy and program planning;
- PIC community relations and coordination;
- PIC chair and Board members;
- PIC staff;
- PIC relationship with the chief elected official; and

- Performance and employment programs.

The unstructured nature of the interviews permitted the interviewers to focus on topics most relevant to individual respondents and the respondents' areas of expertise. The interviewers integrated the information from all respondents to develop a complete picture of the nature of the PIC and the economic conditions within the SDA.

OVERVIEW OF THE REPORTS

The findings from this study of 10 exemplary PIC's are reported in 3 separate volumes. Volume I presents a description of each PIC in a case study format organized by the seven topic areas of the interview guide. The case studies present a succinct summary of the key areas that define an exemplary PIC.

This volume presents an analytic summary of the case studies in each of the seven topic areas. The common characteristics of the PIC's in each area are identified and assumed to contribute to the positive functioning of the PIC. A characteristic is considered important if it was found in at least five of the exemplary PIC's and staff and PIC members discussed its importance during interviews. Not all 10 PIC's have all of the characteristics discussed as related to effectiveness. Exceptions to the general findings are noted and discussed in contrast to the main finding. For example, incorporation of the PIC is identified as a key element of PIC functioning, as eight PIC's were incorporated and the general consensus within these PIC's was that this independence was important. The two PIC's that are not incorporated are identified, and the reasons for not being incorporated and its impact on the PIC are discussed. PIC's are usually identified by name throughout the text. The interested reader can refer to the case study reports (Volume I) for further information about the PIC's on each topic.

The final chapter of this volume provides a brief overview of findings and offers recommendations for improving the PIC system under JTPA based on study findings. Within each section of the summary are exhibits and figures that summarize the findings in that section.

Volume III of this report is a technical assistance guide targeted to PIC staff, PIC members, and others interested in improving PIC performance. Using the information distilled from the case studies summarized in Volume II, the technical assistance guide provides practical advice on how to implement specific practices into the operations of a working PIC to improve its effectiveness. Consequently, Volume III will be of greatest interest to those involved in operating a PIC. However, other readers may be interested in this volume to gain insights into effective PIC operation.

CHAPTER 2. ANALYTIC SUMMARY OF FINDINGS FROM TEN EXEMPLARY PIC'S

HISTORY AND STRUCTURE OF EXEMPLARY PIC'S

In the course of its development, a PIC must establish its structure, develop a strong public-private partnership, and establish operating procedures for the delivery of training services. The PIC must also resolve the many problems that arise in the development and operation of a complex employment and training program. Consequently, a PIC's organizational history has a significant impact on its functioning.

History and Incorporation

The 10 exemplary PIC's in this study shared remarkably similar corporate histories. Seven existed under the Comprehensive Employment and Training Act (CETA) and were well established when JTPA was implemented. The purpose and function of the CETA PIC's were different than those of the JTPA PIC's. Nevertheless, four of the seven PIC's accomplished the transition to JTPA with little difficulty, as they had been created conforming to the guidelines established for JTPA PIC's. For example, the Boston and Contra Costa County PIC's were required by their bylaws to have a majority of members from the private sector. These PIC's were led by representatives from the private sector and emphasized the involvement of business representatives with real authority in their companies.

The other three CETA PIC's also made the transition to JTPA successfully, although they required greater changes or reorganization. These PIC's—Greater Raritan, Philadelphia, and Pinellas County—shared job training oversight responsibilities with their local governments under CETA. With the passage of JTPA, the PIC's consolidated responsibilities and merged staffs to form a single, independent PIC.

The prior history of the seven PIC's under CETA appears to be an asset in their ability to establish JTPA programs in their SDA's. These PIC's needed to modify their procedures and structures to conform to JTPA requirements but did not need extensive startup time to implement JTPA activities. During the transition, they also had to delineate responsibilities and establish relationships with the local government and other planning bodies in the area, which later

helped them to avoid or minimize conflicts. While the Philadelphia and Pinellas County PIC's required more work in these areas after JTPA's passage, their experience under the old system appears to have facilitated their reorganization. For example, in these SDA's, the bureaucracy had grown to be too complex and politicized, underscoring the need for reorganization and staff merges that occurred shortly after the implementation of JTPA.

The three PIC's that were established for the first time under JTPA—Corpus Christi, Kankakee Valley, and Portland—benefitted from experienced staff and comprehensive, organized planning. For example, the Kankakee Valley SDA established a planning board that included all major players in the SDA soon after JTPA's implementation. This allowed a rapid startup for the PIC.

Incorporation was another characteristic of most of the exemplary PIC's. Eight were incorporated as nonprofit corporations. Respondents cited two benefits to incorporation—identity for the PIC and independence from the local political structure—as important to the PIC's success. Each incorporated PIC, as a separate and independent entity, had fewer political constraints and greater freedom to make policy and service delivery decisions. This independence enhanced the PIC's esteem to the private sector, which is often skeptical of federally sponsored service programs. PIC staff and Board members reported it easier to recruit new members and to market PIC programs to potential employers when the PIC was perceived as a private-sector entity. Incorporated PIC's can also accept non-JTPA funds.

Of the two PIC's that were not incorporated, the Contra Costa County PIC was the exception that proves the rule. While staff and council members of the PIC had discussed incorporating, the consensus was that it was unnecessary because the PIC already enjoyed independence and autonomy. By agreement with the County Board of Supervisors, the PIC had complete control over policy decisions, and the supervisors did not play a major role. In addition, the PIC's association with the county government did not adversely affect the perception of the PIC among the local business community to the extent that it did in other SDA's. Consequently, the PIC already enjoyed benefits of incorporation. Several council members noted, however, that if the PIC were to lose its political independence, PIC members would move to incorporate.

The remaining unincorporated PIC, Rural Colorado, was significantly different from the other PIC's examined in this study. The SDA served by this PIC was rural, encompassed a 45-county area, suffered from high unemployment, and had few large employers. These circumstances created a unique set of problems that required the PIC to coordinate closely through the State with the local elected officials within the SDA. Thus, incorporation had not been a major issue for this PIC.

PIC Structure and Organization

The composition of the exemplary PIC's corresponded to the requirements in JTPA. The PIC's had from 20 to 33 members, with private-sector majorities ranging from 52 to 65 percent, and had one or two representatives from each of the required public agencies, organized labor, and community-based organizations (CBO's). The private-sector members held the leadership positions within the PIC and were generally most influential in setting policy. This dominance was most characteristic in three of the four large city PIC's: Boston, Philadelphia, and Portland. Atlanta was a notable exception, as CBO and public-sector representatives were more prominent. In all PIC's, respondents reported that public-sector representatives were generally very active and involved in PIC decisions. However, strong leadership and involvement from the private sector was very much in evidence in all 10 PIC's.

Committee Structures

All of the PIC's organized their activities around a committee structure. In eight PIC's, this structure reflected the key functions of the PIC. Each of these PIC's included an executive committee; committees responsible for planning, evaluation, and financial oversight; and, often, committees responsible for program development and marketing. In some cases a single committee performed several functions (i.e., financial oversight and evaluation). In two PIC's—Boston and Portland—committees were organized around individual programs and had responsibility for planning and oversight of these programs.

The PIC chair or executive director assigned PIC Board members and a chair to each committee. These assignments were normally based on interest or expertise in a committee's area of interest or activities. Assignments usually rotated annually or biannually to give Board members exposure to different areas of PIC operation and to prevent committee membership from becoming stale. One or more PIC staff members were assigned to the committee, and these staff performed most or all of the committee work. In most cases, Board members' activity on the committees was to provide policy guidance and oversight. For example, planning committee members would help decide population or occupational targets for the coming program year. In the smaller city PIC's, committee members often had greater involvement in committee operations beyond policy guidance. For example, in Contra Costa County, proposal review committee members were more involved in contracting decisions. Committee membership was not limited to Board members in some PIC's. Corpus Christi and Philadelphia had committees that included knowledgeable members of the community.

In addition to serving as an efficient and cost-effective system for performing PIC operations, a committee structure facilitates the involvement of Board members in PIC affairs. Committee work provides each PIC member with a

clearly defined set of activities to perform. Most Board members are busy professionals; this delineation of their role allows them to focus their attention on one area and to use their time most effectively. Committee work also provides a mechanism for Board members to provide input into PIC policy by allowing personal interaction with PIC staff. Because the staff performs most of the work that keeps the PIC running, this interaction also keeps Board members informed of important operational details.

Tenure, Attendance, and Nomination

The membership of the exemplary PIC's was stable, and none of the PIC's reported having problems retaining members. Several PIC's, such as Corpus Christi, had a core of members who had served on the Board since the implementation of JTPA. All PIC's except Boston and Pinellas County had 2- or 3-year terms for Board members, but only three—Contra Costa, Greater Raritan, and Philadelphia—had limits on the number of terms for which members could be reappointed. However, reappointment was common in all PIC's, and the average tenure was about 5 years. Relocation and lack of attendance or interest were the most common reasons that members were not reappointed. Stability of membership was viewed as an asset to PIC functioning. Several Board members noted that it took about 1 year to learn the complexities of the JTPA system and that several years of experience on the Board were needed to serve most effectively.

Attendance at Board meetings was generally high and was not a problem for the exemplary PIC's. To facilitate attendance, some of the PIC's had regularly scheduled meeting times (such as the third Monday of every month). Three PIC's had bylaws requiring attendance or excused absences. Staff spoke to members who consistently missed meetings to ensure that these members wanted to remain on the PIC. One PIC allowed alternates or proxies to attend committee meetings—but not meetings of the full PIC—in place of the appointed Board member.

One way the PIC's maintained a high level of interest and attendance among Board members was by carefully screening nominees to identify the most interested ones. Seven of the PIC's recruited private-sector nominees through the local Chamber of Commerce. Because business professionals who were involved in community affairs were likely to be known to the Chambers, they were a good source of potential nominees. Private-sector Board members also nominated their colleagues to the Board. Public-sector nominees were normally recruited through the individual agencies for which they worked.

In all PIC's, staff or Board members screened nominees. The main purpose of the screening was to ensure interest in and commitment to the PIC. The executive director and PIC chair, sometimes in consultation with the chief elected official, usually made the final decision on the list of nominees to

submit for approval. Once a new member was appointed to the PIC, the executive director or other staff provided an orientation that included a review of the JTPA system, PIC operations, and the responsibilities of PIC members. The chair or other Board members sometimes assisted in the orientation.

Exhibit 1 summarizes key characteristics of exemplary PIC's.

Exhibit 1

PIC HISTORY AND STRUCTURE:
KEY CHARACTERISTICS OF EXEMPLARY PIC'S

- Well-established existence—seven PIC's existed under CETA
- Incorporated, with an identity independent from the public sector
- Strong leadership from the private sector
- Committee structure organized around PIC functions or programs
- Stable membership with high attendance at meetings
- Careful screening of nominees and training of new members

POLICIES AND PROGRAM PLANNING

Each exemplary PIC had a clearly defined sense of purpose that facilitated the development of program policies and planning. The PIC's also shared a common planning process that translated their goals into concrete activities and training programs. PIC functioning was enhanced when there was an objective basis for agreement about the PIC's purpose and when there was an efficient, organized procedure for developing the biannual plan.

Mission Statements

Eight of the 10 PIC's developed formal mission statements. Each statement defined the PIC's purpose, activities, and, sometimes, target populations; and described the PIC as a means to improve the workforce and increase employment opportunities in the community through training. For example, Rural Colorado's mission was to "enhance community capacity by providing

training and employment"; Kankakee Valley strove to "increase the employment of the economically disadvantaged . . . by providing training . . ."; and Corpus Christi "[sought] to increase employment and improve the current and potential labor force through . . . job training and employment placement."

While each PIC expressed this basic purpose, several PIC's elaborated their function more fully in their mission statements. Philadelphia defined itself as a "training-based bridge" connecting the unemployed with potential employers. While lacking a mission statement, the Contra Costa PIC also stated that one of its purposes was to serve as an "intermediary" between the business community and local workforce training programs. The Atlanta PIC also defined one of its functions as a mechanism to help provide employers with a trained labor force. PIC's in SDA's with weak economies—Corpus Christi and Rural Colorado—included economic development activities as part of their missions. Other PIC's included in their mission statements helping disadvantaged or hard-to-serve populations (Boston, Pinellas County), reducing dependency (Atlanta, Portland), and working with other agencies or schools in the community (Boston).

Five of the PIC's with mission statements expended considerable effort in the development of these statements. For example, one PIC held a weekend retreat with staff and Board members to discuss its mission. The Philadelphia PIC hired a contractor to interview staff and PIC members and develop recommendations. Rural Colorado devotes one of its Board meetings annually to discuss its mission, while Kankakee Valley convened task forces on the PIC's mission and goals.

Thus, the mission statement was taken very seriously by most PIC's and was considered to be an important element of the PIC's identity. Several PIC's were planning to develop new mission statements in the near future to reflect the changing needs of the community, as their present statements were written when JTPA was first implemented.

The development of a mission statement had three distinct advantages for a PIC:

- It energized the PIC and built enthusiasm;
- It helped build consensus; and
- It facilitated planning.

The process energized the Board members and built enthusiasm for PIC activities by requiring PIC members to think about the employment issues of the community and to set priorities. This process usually involved discussion and interaction with other Board members and required setting goals and taking

a stand on these issues. This led Board members to "buy in" to the PIC and to become more excited about addressing the policy issues and needs confronting the community.

The mission statement also helped to build consensus among staff and Board members regarding what the PIC should be doing. This helped the staff and Board members to resolve disagreements and conflicts regarding key matters when developing the mission. It also helped to minimize future conflicts in program planning. In addition, since the mission statement clearly states the PIC's purpose, it could be consulted whenever policy guidance was needed.

This leads to the third advantage of a mission statement—the facilitation of planning. Because the PIC's purpose and goals were explicitly outlined in the mission statement, the statement provided clear policy guidance for developing the biannual plan and helped to resolve ambiguity.

Although they did not have formal mission statements, the Greater Raritan and Contra Costa PIC's also recognized the need for and advantages of having clearly defined goals and objectives. The Greater Raritan PIC adopted the governor's plan for PIC's in the State, which defined the PIC's purpose. The Contra Costa PIC stated its goals and purposes in its by-laws. These PIC's, then, had the advantage of consensus and clearly stated goals even though they lacked formally stated missions.

Program Planning Process

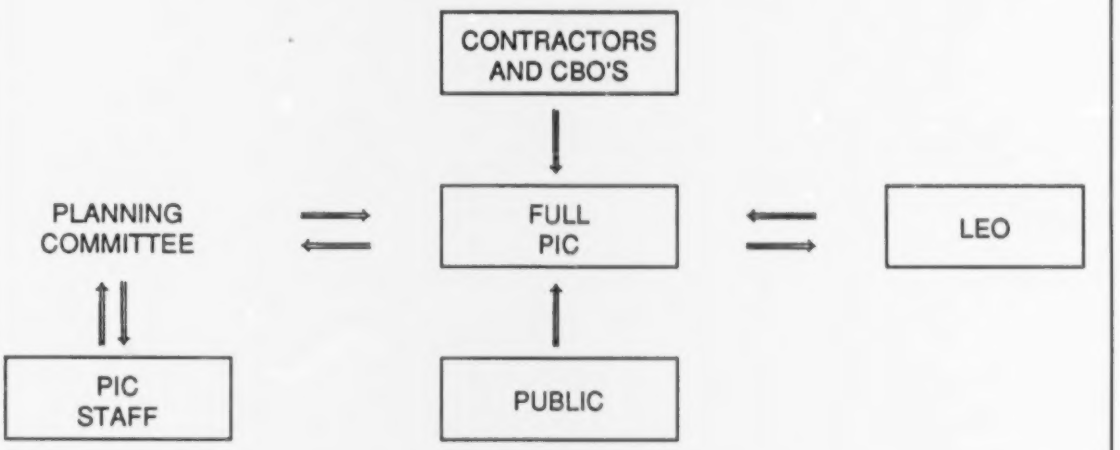
Under JTPA, each PIC must develop a biannual job training plan for its SDA. Several PIC's reviewed and adjusted their plans after 1 year. The PIC's used almost identical planning processes. A synopsis of these processes is depicted in Figure 1.

PIC staff first prepared a draft plan under the direction of a planning and/or executive committee. The committee provided input to the draft plan, staff made changes, and the plan was submitted to the full PIC for consideration. The full PIC provided input, often obtaining comment from the public, contractors, and CBO's; the staff then prepared the final plan for approval by the full PIC and the chief LEO of the SDA. The following sections further describe this process.

Development by Staff. All PIC's used a "top down" approach toward development of the job training plan. The PIC Board set the overall policy and goals, but it was the staff's job to translate these policies into concrete activities and programs. Board members did not otherwise become involved in the actual details of working out the plan. The PIC staff prepared the initial draft of the plan in all PIC's.

Figure 1

Planning Process of Exemplary PIC's



Planning Committee. Seven of the PIC's had planning or programs committees to oversee the planning process. In each of these PIC's the staff submitted the draft plan to this committee, and committee members discussed the plan with the staff at formal meetings. Staff revised the plan based on committee input and next submitted it to the full PIC Board for review. In each of the three PIC's without planning committees, the plan was sent directly to the full PIC.

Outside Input. Each PIC developed its plan based on community needs assessments. In addition, the PIC's consulted with their contractors, CBO's, and other community groups to develop goals for target populations and occupations. Five PIC's (Atlanta, Boston, Corpus Christi, Portland, and Rural Colorado) also held public hearings on the plan. These hearings were usually held as part of the plan development process by the PIC planning committee. Two PIC's, however, held the hearings after the plan was reviewed by the full PIC.

Full PIC and LEO Review. The full PIC Board conducted the final review of the job training plan. This review gave all PIC members an opportunity to provide input into the plan and helped to ensure that the plan was consistent with the PIC service goals and population targets. Two of the PIC's invited contractors and community leaders to attend the meeting when the plan was discussed and to comment on the plan to Board members. However, normally the full Board approved the plan without making significant changes. After

approval, the PIC submitted the plan to the LEO, who also usually approved the plan without making changes. Where they did provide input, LEO's did so through their staff, who interacted directly with the PIC staff.

Characteristics of the Planning Process

The planning process employed by the PIC's included five important characteristics that facilitated PIC functioning, summarized in Exhibit 2. The background research and actual writing of the plan was delegated to a smaller subgroup of the PIC, usually the planning committee. This division of labor allowed the plan to be developed more quickly and efficiently than it would be if the entire PIC were involved in the early stages of the planning process.

The plan was developed by a trained, professional staff that had considerable experience in both PIC operations and employment and training. As the PIC Board members usually lack both the time and experience needed to perform this work, the use of expert staff produced a better plan and freed the PIC members' valuable time to be used more appropriately.

While the PIC Board was not involved in the minutiae of plan development, it had a clearly defined role in the process. This role included providing policy guidance and oversight. Board members thus knew exactly what was expected of them and how to become involved in the planning process. A clearly defined role for PIC members helped to keep them involved in PIC activities and allowed for efficient use of their time.

Exhibit 2

KEY CHARACTERISTICS OF THE PLANNING PROCESS

- *Use of small groups* that focus on the task and facilitate development and decision making
- *Development of the plan by trained staff*, including employment and training professionals experienced in service delivery and PIC operations
- *Clear role of the board* in the planning process facilitates their involvement and allows for efficient use of PIC members' time.
- *Input from the board* can be obtained at several times during the plan development.
- *Input from CBO's, contractors, and the public* is incorporated into the plan to meet community needs.

While the involvement of the PIC members in the fine details of plan development was neither possible nor desired, their input and policy guidance was essential. The PIC's provide two opportunities for input: as part of the committee process and when the plan came under consideration by the full PIC. Board members could provide their input most effectively through the committees, as this allowed the most direct interaction between staff and Board members. This input ensured that the PIC's service plan was consistent with the mission and goals of the PIC as defined by Board members.

Each PIC had a mechanism for obtaining input regarding plan development from the community and training providers. This input ensured that the PIC was responsive to community needs and the employment picture within the SDA. The input was obtained directly from the public or from representatives of both employers and workers through contractors and CBO's.

COORDINATION ACTIVITIES

JTPA strongly stresses coordination with public agencies in SDA's and requires that PIC's play a major role in these efforts. Coordination benefits the employment and training system by producing more efficient services and assists trainees by providing a comprehensive, client-oriented service system that meets multiple needs. With the increasing scarcity of public funds, coordination among public agencies and service providers has become more important in many States and communities and was one criterion for selecting the exemplary PIC's. Consequently, all PIC's were involved in coordination, although the mechanisms of coordination, the agencies with which they were involved, and their role in the process varied considerably by PIC. Coordination activities ranged from complete integration and colocation of services to interagency referral agreements. Exhibit 3 summarizes the PIC's coordination activities in terms of agencies involved, methods of coordination, and barriers and facilitators to coordination.

Coordinating Agencies

The exemplary PIC's coordinated most often with one or more of the following: the Employment Service (ES), vocational rehabilitation agency, local economic development agencies, the school system, and the public social service or welfare agency administering Aid to Families with Dependent Children (AFDC). Partly due to the availability of the 8 percent set-aside funds for coordination with educational agencies, all PIC's coordinated in some way with the local school system.

The Boston PIC provided the most striking example of PIC/school coordination, formalized through the Boston Compact. Under the Compact, the

Exhibit 3

COORDINATION ACTIVITIES OF EXEMPLARY PIC'S

Agencies	Methods	Barriers	Facilitators
• ES • Vocational rehabilitation • Economic development agencies • School system • Welfare	• Committees • Informal networks • Personal relationships	• Turf issues • Conflicting eligibility • Funding • Performance standards	• A lead agency • Mutually beneficial for agencies • Customer service orientation (nonpolitical) • High level of commitment • Clear lines of communication • Flexibility/risk taking • State direction

business community promised priority hiring of city high school graduates and other support in return for school system reforms. The PIC served as the mediator to the Compact and operated vocational and dropout prevention programs in city schools.

The Portland PIC was involved in a similar effort to improve the school system. The plan, known as the Portland Investment, was designed to effect structural changes to reduce dropout rates, improve basic skills, and increase access to jobs. The Investment calls for several school-based programs, funded largely by the PIC, to meet these goals.

The Greater Raritan PIC also promoted business involvement in schools and served as a catalyst for these efforts by sponsoring symposia on business/education partnerships.

The involvement of the other PIC's in the schools varied, but all were involved to some degree in dropout prevention and remediation programs. The PIC either directly assisted in operating these programs by providing staff and

resources (for example, Greater Raritan PIC) or the schools provided these services under contract (for example, Contra Costa County and Philadelphia PIC's). The Kankakee Valley, Philadelphia, and Pinellas County PIC's also used community colleges and vocational schools operated by local school districts as training resources. A local college is a major training contractor for the Corpus Christi PIC.

Several PIC's had committees that were responsible for coordination activities with the school system. For example, the Corpus Christi PIC formed an education advisory subcommittee composed of PIC members and representatives from area schools. The committee served as a mechanism for obtaining input from the education community and developed special projects involving PIC and school coordination using 8 percent set-aside funds.

The PIC's also used the school to recruit for their summer youth programs. The Atlanta PIC, for example, employed peer counselors who recruited their fellow students. The Boston, Contra Costa, Greater Raritan, and Philadelphia PIC's were most active in recruiting students through the schools.

Employment Service (ES)

The Wagner-Peyser 10 percent set-aside funds authorized under JTPA have served as an incentive to coordination activities between the ES and PIC's. Partly as a result, each PIC has developed some degree of coordination with the ES in its State. Pinellas County achieved the most complete coordination among the exemplary PIC's, merging the PIC and ES into a single entity, WORKFORCE. This merging involved colocation of offices and merging of staffs into a single point of contact for both employers and job seekers.

The Kankakee Valley and Philadelphia PIC's are involved in similar colocation efforts recently begun in these SDA's. In Philadelphia, the single point of contact (SPOC) program will include the social service department as well as the ES and PIC. Several demonstration sites currently exist in the city. The Rural Colorado PIC also has colocated its staff with the ES in some counties.

The Corpus Christi PIC began coordinating with the ES shortly after JTPA was implemented. The ES offers on-the-job training (OJT) and placement services to PIC clients under contract. The ES also refers JTPA-eligible clients to the PIC. Of the remaining PIC's, Contra Costa and Portland had referral agreements with the ES, and the Greater Raritan PIC shared job listings and a job data bank with the ES. The Portland PIC also participated in JOBNET with the ES, a job brokering service for new employers in the area, and operated a demonstration project colocated with the ES.

Welfare and Vocational Rehabilitation

While several PIC's had a history of working with social service agencies, coordination efforts were enhanced recently due to the passage of the Federal Joint Opportunities and Basic Skills (JOBS) Act, which requires job training for AFDC recipients. The Atlanta, Contra Costa, Philadelphia, and Portland PIC's have been most involved with their States' welfare/work programs. The Philadelphia PIC participates in the SPOC program, described above, with the ES and social services agency, designed to colocate the three agencies. In Atlanta, the PIC is active in the Positive Employment and Community Help (PEACH) program with the welfare department. PIC staff work in welfare offices twice weekly to recruit and enroll clients. The Contra Costa PIC is developing coordination plans with the State social services department for the State Greater Avenues for Independence (GAIN) program. Currently, JTPA-eligible GAIN clients are referred to the PIC for remedial training.

In Portland, the PIC assisted in designing and implementing one of the State's JOBS pilot programs with the State Human Resources and Vocational Rehabilitation agencies that provides coordinated services to AFDC clients. In addition, the PIC sponsored the Northeast Employment and Training (NEET) Center for residents of northeast Portland who are welfare recipients. The ES and State adult and family services agencies also participated in this effort.

Among the remaining PIC's, Corpus Christi and Kankakee Valley had agreements for referral of welfare and vocational rehabilitation clients. Pinellas County also had referral agreements with the agencies and funded Project Hope under contract. This project provided training to long-term AFDC recipients who had never held a stable job.

Economic Development Agencies

Coordination with economic development agencies was characteristic of PIC's with high unemployment across the SDA (Corpus Christi and Rural Colorado) or in areas within the SDA (Contra Costa County and Philadelphia). These agencies loaned public funds to new businesses locating in the area. As one condition of the loans, the businesses must meet with PIC staff to discuss priority hiring of PIC trainees. In Corpus Christi, the economic development agency had a contract to place a fixed number of PIC trainees annually. Contra Costa County required new businesses to provide one job for a low-income county resident for every $2,500 borrowed from the agency. The businesses usually filled these slots through the PIC.

The Rural Colorado PIC worked with the State Office of Economic Opportunity to promote economic development in the rural counties. The two agencies capitalized on the State's scenic beauty by providing funds for refurbishing small towns to attract tourists. The PIC also used JTPA funds to

promote small business development through training in marketing and business operations.

Coordination Methods

While all of the exemplary PIC's were active in coordination, their mechanisms for achieving it and their role in the process varied. The notable differences concern how actively they pursued coordination and whether they were involved in a formal mechanism to assist their efforts. The PIC's most involved in coordination had staff and/or Board members on committees whose specific function was to promote coordination among community agencies. In some cases the PIC had been instrumental in forming the committee. In the five SDA's that had such committees—Atlanta, Corpus Christi, Greater Raritan, Pinellas County, and Portland—the PIC's were recognized leaders in coordination efforts.

The Atlanta PIC had a coordination committee as a standing committee of the PIC that was responsible for identifying coordination opportunities and planning coordination. This committee met quarterly and had a subcommittee, the reciprocal planning committee, that convened an annual meeting of all agencies with a shared interest in the population served by the PIC. This meeting provided a forum to evaluate the PIC's performance over the past year and to identify additional opportunities for coordination.

The executive director of the Corpus Christi PIC began an informal committee of top administrators in employment- and training-related programs in the county early in the PIC's history. The committee met over lunches to discuss their activities, common interests, and opportunities for collaboration. This PIC also has an education subcommittee for coordinating with local schools. The Greater Raritan PIC held bimonthly meetings of the SDA, PIC, and ES directors and their executive staff to discuss opportunities for coordinated training.

Portland and Pinellas County had community-wide coordinating bodies that addressed multiple community needs and included service providers, funders, and business leaders from the community. The Portland Leaders Roundtable, which included the PIC chair, business leaders, and school officials, coordinated integrated services to address youth unemployment problems. The Interagency Committee on Planning and Education (ICOPE) in Pinellas County included the PIC executive director and directors of all major public agencies and funders in the county. ICOPE conducted a needs assessment of the area and developed a 5-year plan for addressing 33 problem areas in the county, including education, employment, and training. Participating agencies worked cooperatively to address the problems.

Although committees responsible for coordination were an important mechanism for PIC's to plan and implement coordinated services, staff and Board members of all PIC's emphasized the importance of informal networks and personal relationships. One key to successful coordination was to have multiple channels of communication among the involved agencies and to use them often. Personal relationships provided this access. Consequently, these informal networks of both staff and Board members were instrumental to the success of the PIC's in coordination.

PIC's pursued coordination activities through (1) memberships of staff and Board members on other boards of directors of different agencies, (2) personal contacts with other professionals in the community who served segments of the JTPA-eligible population, and (3) representatives from agencies with which the PIC coordinated who sat on the PIC Board. These informal methods of coordination were more successful in the smaller SDA's, where key players in the community were more likely to know each other personally.

Barriers and Facilitators to Coordination

Coordination among different agencies is a complex and difficult task. The exemplary PIC's were successful to varying degrees in their coordination efforts. However, all staff and PIC members involved in coordination had definite opinions on the barriers and facilitators to successful coordination.

The most frequently cited barrier was turf issues. Agencies were concerned about the impact of coordination on their funding, number of clients, and changes in their bureaucracy. There was also a tendency for agencies to be concerned about losing their identity to another entity. Since social services were organized categorically to address specific problems, it was often difficult for some agency administrators to understand the benefits of coordination. Disputes over budget, administration, and program planning often resulted from turf issues.

As coordination efforts are very time consuming, they can be expensive. Consequently, lack of funding for coordination was a second problem cited by PIC staff. While PIC's used the 8 percent set-aside funds for coordination with education agencies, JTPA has no specific mechanism for funding coordination efforts with outside agencies. PIC's used their administrative funds for this purpose. These funds were limited by the 15 percent ceiling required by JTPA. Several PIC's, notably Contra Costa and Philadelphia, noted that this limit was a real inhibitor to coordination efforts.

The staff at several PIC's believed that conflicting eligibility requirements were barriers to coordination. For example, in Contra Costa County, the PIC had tried to coordinate with a local Area Agency on Aging to develop a program for older workers. The program was never developed, partly due to eligibility

requirements that made some people eligible for services for the elderly but not JTPA eligible. A related problem was that clients often had to be certified separately for each coordinating program, which staff believed was discouraging to clients and wasted time. PIC staff bemoaned the fact that there was no single, standardized way to determine eligibility that could be accepted by all programs with which the PIC coordinates.

PIC staff members also identified the JTPA performance standards as a barrier to coordinating with schools. Schools placed a priority on long-term training and were not necessarily focused on job placement. JTPA's emphasis on shorter training and quick turnaround job placement was sometimes incompatible with the goals of many schools, hindering coordination efforts, according to PIC staff. The Boston and Corpus Christi PIC's, among the most successful in coordinating with schools, operated school programs that were not subject to performance standards.

Despite formidable barriers to coordination, the exemplary PIC's enjoyed a remarkable degree of success in these efforts. Several of the PIC's were recognized leaders in coordination for employment and training activities within their SDA's. Staff and Board members of these PIC's said that all involved agencies must benefit from the coordination in order for coordination to succeed. Benefits could include greater efficiency in providing services, increased funds, and a wider range of services for clients. Because public funds are increasingly scarce for social service programs, the greater efficiency of service delivery and opportunity to leverage or combine funding with other agencies proved to be a strong incentive to coordination in many areas.

For coordination to be successful, one agency needed to take charge and lead the efforts. This agency was not necessarily the PIC but could be any of the other involved agencies. The PIC was willing to be a good follower in coordination where appropriate. Whatever agency did take the lead, however, did so in a way that was not threatening to other agencies and was able to convince them that the goal of the coordination effort was not to eliminate or take over the other agencies. The lead agency emphasized that the agencies had complementary goals.

One way to instill trust, in the words of one PIC staff member, was to nurture a "customer service orientation" among involved agencies. All agencies had to be committed to their joint efforts to create a coordinated service system for the benefit of the "customer" or client. Agencies had to be willing to put aside their differences to develop an integrated system of services to improve the employment and training system along with the service delivery of their own agency.

Many public-sector PIC Board members recognized the benefits of coordinated services to their client constituencies, employers, and the community and

mentioned these reasons for their agencies' motivation for working with the PIC. Coordination was greatly enhanced when all agreed on the common good to clients that would result from these efforts. The PIC or other lead agency made it clear that this was the ultimate goal.

PIC Board members and staff at all PIC's agreed that politics could not be involved if coordination was to be successful. Other agencies did not feel that the PIC or other coordinating body was motivated by political concerns; the agencies were more trusting of the PIC when it was perceived as a nonbiased, independent organization. For this reason, the PIC's worked hard at cultivating the perception in the community that they were not tied to the local government nor to a particular constituency, but were trying to improve the employment and training system for everyone's benefit.

The involvement of high-ranking officials in the coordination efforts was also essential to success. Agency directors clearly supported coordination and were fully committed to making changes in the agency to achieve it. Staff then had the authority and confidence to commit their agencies on important decisions related to planning and service delivery. Assistance at the State level also facilitated the process. For example, State initiatives facilitated the PIC's coordination with human service agencies in Corpus Christi and Philadelphia.

Frequent and regular communication was another essential element of coordination. In most PIC's, the executive director was a central person who remained in regular contact with key individuals both informally and through staff meetings. Communication was facilitated through representatives from coordinating agencies serving on the PIC Board. Other PIC Board members were also called on to help in coordination through their personal contacts and influence. Communication was further facilitated by multiple board memberships and organizational affiliation of both staff and PIC Board members. Service on other planning or executive boards of directors exposed the PIC to additional opportunities for coordination and also helped to make the PIC better known in the community. For these reasons, the Pinellas County PIC required staff to belong to at least one outside community organization.

There is always an element of risk when a new technique is tried. For example, the PIC may develop a joint program with the social service agency that may result in the PIC serving a less job-ready population that requires greater training. Performance standards may suffer as a result, as training times may last longer and placement may become more difficult. The PIC may also have to find new contractors to deal with this population. Consequently, the PIC must not be afraid to take these risks to achieve coordination goals.

The exemplary PIC's were willing to take such risks and often took steps to minimize them. PIC's such as Contra Costa and Corpus Christi used set-aside funds for special projects involving coordination or hard-to-serve populations. These projects often were exempt from performance standards. The Philadelphia PIC offered technical assistance to contractors serving the less job-ready. Another strategy, adopted by Pinellas County, was to ensure very high performance in other programs to compensate for potentially lower performance of other contractors with harder-to-serve populations. Coordination often changed old and established operational methods.

CHARACTERISTICS OF PIC CHAIRS AND BOARD MEMBERS

The characteristics and activities of the PIC Board members to a large measure determined the PIC's success. Among the Board members, the PIC chair had the most influence on the PIC's leadership role in JTPA activities within the SDA. Consequently, at each PIC, CSR interviewed the chair and at least five additional Board members from both the public and private sectors. Chairs discussed their roles, the reasons they became chairs, and the strengths they brought to the PIC's. Board members discussed their reasons for serving on the PIC's as well as their responsibilities, work on the PIC, and perception of JTPA legislation.

Each PIC conformed to the JTPA requirements on PIC composition. Private-sector majorities ranged from 51 to 65 percent; small and large businesses were represented; members had authority in their firms or agencies; and the chair was from the private sector. The PIC's had one to four seats each for CBO's and organized labor. The private sector was generally dominant in all PIC's. The consensus at each PIC was that the Board operated harmoniously, and there were few major disagreements. When disagreements did occur, they were dealt with openly at Board and committee meetings. The PIC's all had relatively stable memberships, with about 20 to 30 percent of the Board serving 5 or more years. Many PIC's had members who had served since the PIC's founding.

Characteristics and Perceptions of PIC Chairs

The PIC chairs all held high-ranking positions in their businesses and had been very involved in PIC affairs prior to being elected chair. In Atlanta, Boston, and Greater Raritan, chairs were from large corporations in the SDA. Chairs also had a history of performing public service work in and were well tied to their communities. Several PIC chairs were lifetime residents of their communities, and three (Atlanta, Kankakee Valley, and Portland) had also worked for CBO's or in the public sector. Other chairs had backgrounds in personnel or employee relations. Thus, chairs of the exemplary PIC's:

- Had a thorough knowledge of PIC operations;
- Had real authority in their companies;
- Were well tied to their communities;
- Were accustomed to community work; and
- Had some experience in employment issues.

Exhibit 4 summarizes the chair's perception of their role as leader of the PIC. The most common view was that the PIC should be an integrator of its own diverse elements—to "hold it all together," in the words of one chair. This task involves tying the policymaking function of the PIC Board with PIC operational functions conducted by the PIC staff. The chair must ensure that this staff/Board interaction runs smoothly. In addition, the chair must integrate the PIC Board itself. This requires some skill, since PIC's consist of representatives from diverse elements of the community that might not normally work together. The PIC members represent different sectors, with varying points of view, constituencies, and agendas. Chairs believed an important part of their job was to ensure that PIC members worked together to fulfill the PIC's goals. PIC chairs also helped to forge connections between the private sector and the political structure within the community and ensured that the PIC served as a mediator and facilitator among business, community organizations, and local government.

Many chairs saw their role as obtaining support for the PIC and JTPA from the private sector. Several chairs and Board members noted that there was a lack of awareness and understanding of JTPA among local businesses, and in some communities there was residual distrust of JTPA resulting from bad experiences with CETA programs. Chairs also observed that many employers were unaware of how poorly prepared large segments of the workforce were and the need for an employment training program. Consequently, chairs believed an important part of their job was to educate the local business community on the need for training and the value of JTPA, to get the business community involved in PIC programs, and to hire PIC trainees.

The Boston and Portland PIC chairs believed that the key to attracting business support and keeping PIC members involved and excited about the PIC was to have a vision and goal for the PIC. This vision focused on specific activities that would benefit the community and improve the workforce, according to these chairs. For example, the Boston PIC adopted improving the city school system as its major goal. The chair served as the catalyst to the PIC's efforts to inspire others.

Exhibit 4

PIC CHAIRS' PERCEPTION OF THEIR ROLE

- To integrate, hold the PIC together;
- To attract private-sector participation and support;
- To provide a vision of the PIC;
- To build a strong PIC; and
- To ensure cost-efficient services.

A "vision" helps to build a strong Board. A fourth role several chairs discussed was their ability to provide such a vision both for the PIC members and for the community. The chairs helped to attract talented, hard-working people, both for the staff and the Board itself. PIC chairs suggested that more people would be attracted to the PIC if they viewed it as performing a valuable service, and that the chair could use their ties to the community and professional contacts. Several chairs also mentioned that a strong PIC results from an efficient internal organization, and that chairs could accomplish this through their power to appoint committee chairs and to establish committee structures.

Since the PIC is ultimately responsible for the delivery of job training services, most PIC chairs also defined their role to include ensuring that these services are of high quality and are delivered efficiently. Several chairs noted that they bring a business perspective and pragmatism to their job to ensure job training is realistic, responsive to employers' needs, and provided at the lowest possible cost. This emphasis leads the PIC to maximize the use of existing resources and results in an emphasis on coordination.

Characteristics and Perceptions of PIC Board Members

PIC members had various perceptions of their role on the Council. Differences were strongest between members from the public and private sectors. These perceptions are summarized in Exhibit 5 and described below.

Private-Sector Members

The PIC's were successful in attracting private-sector members with authority in their firms to the PIC Board, as required by JTPA. The PIC's also had the

Exhibit 5

ROLE PERCEPTIONS OF PRIVATE- AND PUBLIC-SECTOR PIC MEMBERS

Private-Sector Members	Public-Sector Members
• Bring business perspective and management skills to PIC operations	• Represent their constituency in job training plans
• Promote business involvement in training the workforce	• Ensure that services meet the needs of the service population
• Improve quality of life for area residents through improved economic opportunity	• Link with the business community
	• Balance business perspective with the "human element"

required mix of large corporations and small businesses, although the proportion of the two types of companies varied according to the distribution of these firms within the SDA. For example, in Atlanta, Boston, and Philadelphia—cities with many major corporations—private-sector members were predominantly from large firms. Corpus Christi and Rural Colorado private-sector members were mainly from small businesses, reflecting the lack of major corporations in these areas. However, each PIC had a high proportion of owners, presidents, chief executive officers (CEO's), and vice presidents on the council.

The preponderance of private-sector members with real authority was viewed as a major asset to the PIC's. These business leaders were able to commit the resources of their companies to PIC activities, which gave the PIC more power and prestige in the community. Lower-ranking employees lacked this ability. Involvement of high-ranking executives also facilitated material assistance of members' companies to PIC activities. For example, A PIC Board member who was CEO of a telephone company allowed the Boston PIC to use the company's telemarketing facilities to solicit small business participation in the summer jobs program.

PIC members from the private sector believed that their role on the PIC was to bring the business perspective to PIC operations and oversight. This perspective was described as "ensuring efficiency," "pragmatism," "reducing bureaucracy," and ensuring that the PIC provided "cost-effective" services.

Business members believed that their management experience in the private sector was an asset to the PIC because it could be applied to the planning and oversight of the JTPA programs. They emphasized that they closely monitored performance standards to ensure that contractors were providing quality services, that the PIC was within its budget constraints, and that the PIC was training for occupations most in need.

Private-sector members also saw their role as promoting business involvement in improving the workforce. The PIC was an opportunity for business to shape the direction of job training to meet the economic needs of the area. Private-sector members could provide input into the direction of job training and also worked to motivate others in the private sector to become involved.

Several private-sector members stressed they were involved in the PIC to help improve the quality of life in their communities. PIC programs trained the disadvantaged, moved them toward self-sufficiency, and helped them to improve their lives, leading to better economic and social conditions for all, in the view of these PIC members. Because many PIC members were long-time residents of their communities, civic pride was an important motivator in their involvement. Some private-sector members also believed that businesses had an obligation to help improve the social conditions of their communities. In the words of a president of a major Boston corporation, "Business must take a role in dealing with social problems. We criticized government involvement and interference in these areas. Now we must provide an alternative." Another reason for serving on the PIC was that it helped improve the perception of business in the community. "We're not the bad guys anymore," noted one Boston PIC member.

Public-Sector Members

The exemplary PIC's met JTPA requirements for public-sector composition of their Boards, including representatives from CBO's, organized labor, the ES, and vocational rehabilitation agencies. Many PIC's exceeded the JTPA requirements by having several PIC seats for each public-sector agency. Although not required by JTPA, many PIC's also had a representative from the State welfare or human service agency. The Atlanta PIC had the highest proportion of public-sector representation, just under 50 percent.

Public-sector representatives were middle- to upper-level managers in their organizations. PIC's with private-sector members who ranked high in their businesses also tended to have public-sector representatives from the upper levels of their organizations. For example, the Boston PIC, which had presidents and CEO's from major city corporations on the PIC, also had the superintendent of schools and the executive directors of the city community action agency and a major CBO.

Public-sector members believed that their primary role on the PIC was to represent the interests of their constituency by ensuring that the PIC's job training programs included their service populations. Several CBO representatives stated that they brought the "human element" to the PIC, contrasting their viewpoint with that of the private sector, which they believed was oriented more toward cost-efficiency and program performance. Public-sector members also stated they helped to ensure that the PIC sponsored high-quality services that truly met the needs of their constituencies.

In the Boston and Greater Raritan PIC's, public-sector members stressed that the PIC served as a link for their agency to the business community. This link allowed the agency to influence the job training and employment activities that helped to make job training more responsive to the needs of the disadvantaged. The general consensus among public-sector representatives was that they provided balance to the PIC's overall orientation toward business. Since the two sectors had different perspectives, this balance provided each with different viewpoints, resulting in a mutual exchange of ideas that was very healthful for the PIC. This productive sharing of perspectives is what was envisioned under JTPA through the requirements for PIC composition.

Among the public-sector members, organized labor was the weakest link in the JTPA partnership. This weakness reflected the condition of organized labor in the communities served by the PIC. With the exception of Boston, labor was not a strong force in the SDA's. In the other PIC's, the labor representative either was not as involved in the PIC or reported disagreement or conflict with PIC policies. The general perception of labor representatives was that the PIC was a tool for business and was not very receptive to labor's perspective. Labor representatives saw their role as providing organized labor's input into training programs and ensuring that PIC policies did not interfere with existing collective bargaining agreements. This role included ensuring that the PIC did not provide training for occupations for which there were existing union workers already available. Other PIC members sometimes viewed labor's interest as parochial and not in the best interests of the community; labor representatives sometimes believed PIC training could depress wages and weaken the unions. Consequently, conflict sometimes erupted within the PIC over these issues.

Organized labor's participation on the PIC reflected the historical relationship between business and labor in the SDA. Where there had been a poor relationship between business and labor or where labor was a weak presence in the community, labor involvement on the PIC also was weak. Where labor had a strong presence, such as in Boston, PIC involvement was correspondingly stronger. In Boston, labor was noticeably more involved in PIC activities, such as the Boston Compact. A representative from labor on the Boston PIC noted that there were many benefits to labor's involvement on the PIC, benefits he stressed when recruiting labor support in the city. These

benefits included learning where jobs are, discovering business plans that will result in new employment, and the opportunity to sit with business and work out differences. Labor can also assist in training JTPA participants and use JTPA as a vehicle to attract trainees to union professions. He noted that a danger to labor from not working with the PIC was that unions come to be seen as a barrier to assisting the disadvantaged and improving employment and training opportunities in the community. Consequently, he believed it was advantageous for organized labor to be involved in the PIC.

Along with labor, some CBO representatives on the PIC complained that the PIC was too business oriented. At some PIC's, CBO's believed that the PIC did not have sufficient community input. They stressed that they often provided dissenting views and alternative perspectives. As with labor, the involvement of CBO's on the PIC reflected their strength in the community. For example, the Atlanta and Pinellas County PIC's had the most active CBO involvement among exemplary PIC's.

PIC Dynamics

Despite the diverging perspectives and disagreements that inevitably occurred, the PIC members interviewed unanimously agreed that the PIC was an excellent forum for the exchange of ideas. PIC members were open and receptive to different points of view. Relationships were not adversarial and alternative perspectives were presented and respected. Several PIC members noted that discussions at PIC meetings were sometimes heated but that dissent was encouraged. However, following debate, PIC members were expected to vote on the issue by weighing its impact on the common good rather than parochial interests.

In the exemplary PIC's, there was recognition that conflict of interest problems could arise when a PIC member had an economic interest in PIC policy. Such conflict occurred, for example, when a PIC Board member represented a CBO, agency, or business that had a service contract with the PIC. Rather than pretending that such situations did not occur, the exemplary PIC's recognized this possibility and had specific procedures to deal with it. These procedures were sometimes formalized in the bylaws and were often part of PIC accepted practice. For example, the Rural Colorado PIC had nonvoting CBO representatives who could provide input but not vote on contract decisions. Kankakee Valley had an extensive procedure, required by the State, whereby a PIC member signed a disclaimer when any matter came before the Board in which that member had an economic interest. In addition, the individual left the room during discussion of the matter by the Board. The Philadelphia PIC had a performance evaluation committee chaired by a PIC member but consisting of individuals from the community who were knowledgeable about employment and training issues but did not have ties to the PIC or PIC contractors. This committee reviewed all contract decisions to ensure

satisfactory performance. In addition, the PIC had specific requirements in its bylaws describing how PIC members and staff were to deal with conflicts of interest.

PIC STAFF

All of the exemplary PIC's were policymaking boards. PIC members decided the goals and direction of the PIC regarding training, service populations, and contractors as well as provided oversight. In some PIC's—Contra Costa County, Pinellas County, and Rural Colorado—Board members were more involved in specific areas, such as reviewing proposals or making site visits to contractors. However, Board members were not responsible for the operations of the PIC. It was the role of the PIC staff to perform this work.

With the exception of the Kankakee Valley and Rural Colorado PIC's, the exemplary PIC's had their own staffs. In six of the PIC's, the staff members were employees of the PIC. In Atlanta and Contra Costa County, PIC staff were city and county employees, respectively, but maintained independence from these local units of government. Of the PIC's without their own staff, Rural Colorado used State employees who served as staff of the PIC, and in Kankakee Valley, independently incorporated SDA staff served both the PIC and a local board of elected officials. Boston was the only SDA with a separate staff in addition to the PIC staff. These two staffs were independent and had little interaction with each other.

The Executive Director

For the exemplary PIC's, the executive director was a central figure in the operation of the PIC. Staff and PIC Board members frequently stressed that their executive directors were instrumental in the PIC's success, provided strong leadership, and were a unifying force in holding the PIC together. Both staff and PIC Board members looked to the executive director for guidance and leadership. The executive director had developed good skills for working with volunteer boards whose members have different views and was adept at building a consensus.

The influence of executive directors stemmed largely from their role as liaison between the staff and the PIC Board. The executive director attended Board meetings and was the staff member who interacted with individual members most closely and was thus in the best position for understanding decisions and policies established by the Board. As the leader of the staff, the executive director was a knowledgeable guide to staff members in translating policies into programs. In three PIC's—Atlanta, Boston, and Philadelphia—the executive director also maintained contact with the chief LEO and served an

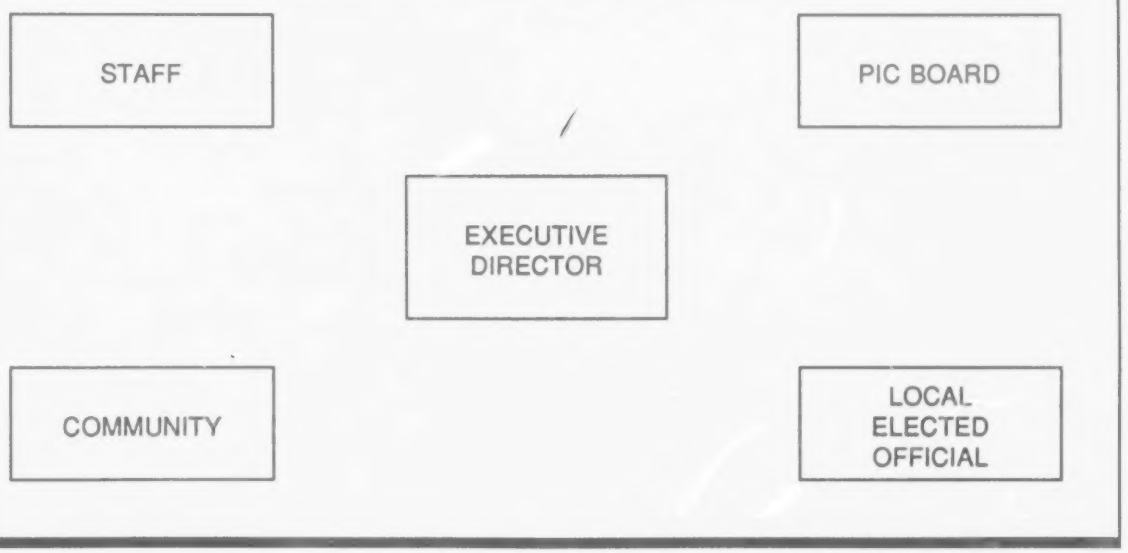
additional role as a link between the PIC and the local government. This role facilitated communication between the PIC and LEO and helped avoid conflict.

The executive director is often the one person who possesses a complete understanding of all aspects of the PIC. Staff members are experts on their prescribed areas of responsibilities, while Board members focus on PIC policy. The executive director, however, must work in both worlds—policy and operations—and fit the individual components of the complex system in which JTPA programs operate into a coherent whole.

The best executive directors extended their knowledge and influence beyond the PIC into the community at large. These directors maintained close ties to the community to keep aware of opportunities for collaboration, joint funding, and new training providers. These ties were through their memberships on boards of community agencies and their own professional networks. Through these contacts, executive directors also served as liaisons between the PIC and the community at large. Due to this role, executive directors were often leaders in coordination efforts within their SDA's. The Atlanta, Corpus Christi, and Pinellas County PIC's provided the best examples of this ability of executive directors. The liaison roles of PIC executive directors are depicted in Figure 2.

Figure 2

Liaison Roles of the PIC Executive Director



Executive directors also had the ability to influence the tone and character of the PIC Board. They helped to screen potential nominees and usually played an important role in training and directing new members. While Board members had limited tenures, the executive director was a stable presence with an understanding of JTPA, the history of the PIC, and the reasons for past decisions. All but one had been executive director since within 2 years of JTPA's inception, and several were the only executive director the PIC ever had. The executive directors also possessed a much greater level of knowledge about employment issues than Board members, as they had made their careers in employment and training. Thus, executive directors not only influenced the composition of the Board through their participation in the nomination process but helped establish new PIC members' perception and knowledge of the PIC and JTPA. Exhibit 6 summarizes the roles and modes of influence of the executive directors.

Exhibit 6

ROLES AND INFLUENCE OF PIC EXECUTIVE DIRECTORS

- Serves as leader to both Board and staff by building consensus
- Serves as liaison between PIC Board and staff
- Links with community and LEO
- Influences PIC Board composition through participation in the nomination and screening process
- Trains new PIC members
- Provides a stable presence on the PIC with an understanding of its history, policy, and operations
- Has full knowledge and understanding of JTPA programs due to long career experience in employment and training

Staff Organization and Interaction With Board

With the exception of the Boston PIC, which was organized around specific programs, PIC staffs were organized around functional areas. PIC's that provided intake, assessment, testing, and job referral divided staff into administrative and operational divisions. Common administrative divisions were fiscal, planning, evaluation, marketing, and management information

systems. Operational divisions were divided by youth and adult services, intake, and job placement. The larger PIC's had a manager or vice president over each division. Staff size ranged from 5 for the Greater Raritan PIC, which was solely a policymaking board, to the Portland PIC, with 80 full-time staff members. PIC staffs were dominated by career specialists with employment and training or social service backgrounds. Senior staff of the exemplary PIC's usually had at least 10 years of experience working in employment programs.

PIC staffs recognized the importance of maintaining close contact and interaction with PIC Board members. This contact occurred primarily through PIC committees. PIC's assigned to each committee one or more staff members who worked closely with Board members. The staff provided presentations, reported on operations and activities, and responded to questions. PIC staff worked autonomously and brought important issues to the Board's attention at committee meetings to obtain suggestions and guidance. PIC executive staff normally attended meetings of the full PIC, providing another opportunity for interaction with the Board. As discussed earlier, the executive director played a key role as a contact between the PIC and staff. There were few reported differences between Board members and staff, and these were usually debated and resolved during committee meetings.

Staff members devoted considerable attention to maintaining the interest and active involvement of Board members. For example, at the Corpus Christi PIC, staff identified interests during the orientation process and involved Board members in these areas. In Boston, PIC members were assigned to chair specific programs on an annual basis. This technique gave the member a clearly defined area of responsibility for involvement. Maintaining the interest and involvement of Board members ensured that members' time and talents were used effectively and facilitated productive interaction between Board and staff members.

RELATIONSHIP WITH LEO'S

The chief LEO in the SDA has joint responsibility with the PIC for administration of JTPA programs. The LEO has authority to appoint PIC members and must agree with the PIC on the local service plan. The JTPA legislation leaves to the PIC and LEO the procedures for working out their partnership. The exemplary PIC's enjoyed very good relationships with their LEO's.

Nature of LEO Relationships

All 10 exemplary PIC's operated with considerable autonomy from the local unit of government. The PIC's and LEO's had agreed on policy direction for

the PIC's early in JTPA. While only four of the exemplary PIC's were the grant recipient and administrative entity, the LEO's had granted the PIC's autonomy in program operations and development of job training plans.

PIC plans served as the basis for negotiation with the LEO's. While LEO's provided oversight and monitoring of the PIC, they generally did not get involved in operations but allowed the PIC to perform these functions. However, LEO's often took greater interest in specific areas of interest to them.

In three of the PIC's—Corpus Christi, Philadelphia, and Pinellas County—local government had been involved in the operation of employment and training programs under CETA and in the early days of JTPA. These PIC's initially experienced some conflicts with their local governments under JTPA that resulted from political concerns or bureaucratic structure. As a result, the PIC's reorganized, merged staffs, incorporated, and/or developed agreements with their local governments that specified them as the grant recipients and administrative entities and gave them independence and authority in developing employment policy. Since their reorganization, these PIC's have had no serious conflicts with LEO's.

Other PIC's developed similar formal or informal agreements with their LEO's early in their history. The Portland PIC was incorporated and designated grant recipient and administrative entity following the completion of its merger with two other area PIC's in 1987. In Contra Costa County, the PIC has full policymaking and contract decision authority, even though it is not incorporated; staff are county employees, and the county is the grant recipient. This autonomy stems from an agreement between the county and the PIC, developed at the PIC's founding in 1978 under CETA, that does not allow the county board of supervisors to interfere with PIC decisions regarding employment policy or training, or to disapprove PIC actions except for fiscal reasons.

A similar situation exists in Atlanta, where the city is the administrative entity and grant recipient and PIC staff members are city employees. However, by agreement they are insulated from city government transfers and labor disputes. The executive director has sole authority to hire and fire staff. The Kankakee Valley and Rural Colorado PIC's worked out agreements with the boards of LEO's established to administer JTPA programs in these multicounty areas early during the planning process that established these PIC's. In Greater Raritan, the PIC serves only as a policymaking board, and LEO's support its independent role. In Boston, the PIC's independence is also recognized, although the city is the grant recipient.

The degree of involvement of LEO's was highest in the three SDA's where there was a single elected executive—Atlanta, Boston, and Philadelphia. The mayors of these cities took greater interest in the PIC's and participated more

in employment and training decisions than in the other SDA's where the LEO was not an individual.

In the remaining seven SDA's, a board served the LEO function. In the Kankakee Valley, Rural Colorado, and Corpus Christi SDA's, there were boards of LEO's that provided government oversight. Greater Raritan had a County Board of Freeholders, while Pinellas and Contra Costa counties were governed by Boards of Supervisors. In Portland, the mayor and the Board of County Commissioners in the two neighboring counties that comprised the SDA jointly served as LEO's. While there was a chairman or other designated leader of these LEO boards, this position was often not directly elected and did not have real power. For example, the chair of the Contra Costa County Board of Supervisors rotated annually. The county does not have an elected county executive. LEO's in this and similar SDA's did not play a large role in the PIC.

LEO Interests and Communication With PIC's

In the three cities with the highest LEO involvement, the PIC had autonomy and took the lead in policy and contract decisions, but the mayors had more frequent contact with the PIC's than in the other SDA's and had specific areas of interest in which they worked with the PIC's. The Boston and Philadelphia PIC's reserved the economic development agency seat for the head of the city agency responsible for working with the PIC. The PIC executive directors also regularly briefed the mayor on important activities in these SDA's. In Atlanta, the mayor attended several PIC meetings, was briefed regularly on PIC affairs by his chief administrative officer, reviewed PIC plans quarterly, and conducted a review of PIC activities three times annually. The executive director also periodically briefed the city council on PIC activities.

In the other PIC's, the LEO's maintained contact with the PIC through quarterly and annual reports and through their staffs, which had contact with PIC staff when necessary. The Corpus Christi PIC also hosted an annual banquet for the city council where the PIC's activities over the year were reviewed. Corpus Christi maintains *ex officio* seats on the PIC Board for the mayor, a member of the city council, and a county commissioner.

LEO's interest in PIC activities often centered on areas with political implications. This was true not only of the three city PIC's with greater LEO involvement but also of the other PIC's where LEO's were involved. Thus, economic development activities were cited as areas of primary interest by LEO representatives in Atlanta and Philadelphia, as well as in Contra Costa County and Corpus Christi. LEO's also had an interest in the PIC's work in the school system in Boston, Philadelphia, and Portland and in the summer jobs programs.

LEO's considered PIC's to be a major mechanism to maintain and expand the city's public/private partnership with local business in the Atlanta, Boston, and Philadelphia. When the mayors of these cities needed business support for their initiatives in employment and training or education, they relied on the PIC's.

As the PIC's and LEO's had agreed on policy and the exemplary PIC's operated well, involvement in PIC operations was not a high priority for the LEO's. The general attitude toward the PIC's among LEO's interviewed for this study is best described in the words of one county supervisor, "Everything is running fine, so we just let it run. We don't get very involved. We let the PIC do it all." As long as the PIC was performing well and there were no negative political or fiscal implications arising from PIC activities, LEO's generally allowed the PIC's to run without their intervention. Exhibit 7 summarizes study findings regarding the role of LEO's.

Exhibit 7

INVOLVEMENT OF LEO'S IN PIC ACTIVITIES

- Implicit or formal agreement with PIC's on employment- and training-related policy
- Minimal involvement by LEO in PIC operations—PIC has autonomy
- Greater LEO involvement in SDA's with a single elected official who has real authority
- LEO interests center on areas with political implications (e.g., economic development, summer jobs)
- LEO's see PIC as a mechanism for local government linkage with the private sector

PIC PROGRAMS

One executive director described PIC's as businesses where the PIC Board serves as the Board of Directors, the customers are employers and employment seekers, and the product is job training. Although this study's main focus is on PIC organization and functioning, it would not be complete without an examination of PIC employment programs. The exemplary PIC's shared many

common features in their approach to service delivery that promoted effective operation. They all had exceeded their performance standards for program year 1988 (PY88) and often exceeded them in previous years. They also shared the ability to design and implement innovative programs that provided service using unusual methods or served hard-to-reach populations.

Contracting Procedures

None of the PIC's directly operated job training programs, although Boston PIC staff provided counseling and career planning assistance out of the public schools directly to students. While some PIC's offered a job search program such as a job club and placed clients in OJT slots or work experience programs, they relied on contractors to provide all classroom and remedial training. The PIC's used CBO's, local community and vocational colleges, and proprietary schools to provide training. Several executive directors believed that PIC's should not provide job training directly, since it put the PIC in the position of having to evaluate its own performance. This had the potential to cause conflict of interest problems and could politicize the PIC.

Through PY88, the PIC's awarded performance-based contracts, with the majority of funds awarded to the contractor after participants were placed and retained in unsubsidized employment for 30 days. Contracts were awarded through a request for proposal (RFP) process, and the PIC's staff or proposal review committee was responsible for reviewing proposals and making a selection, which was then ratified by the full board.

Most PIC's awarded contracts for 2 years, with a review after the first year. The second year's funding was awarded if the contractor was performing satisfactorily. With the new limitations on unit-priced contracting implemented by the Department of Labor, the PIC's were preparing to implement cost reimbursement contracting. While there was some dissatisfaction with these requirements, most PIC's did not consider them problematic and were preparing to make the transition in PY89.

Monitoring and Evaluation

All PIC's conducted periodic monitoring and oversight of contractors to ensure satisfactory performance. Contractors submitted monthly reports that specified progress toward performance standards and other indicators. Six PIC's had program evaluation committees that were responsible for contract monitoring and reporting at each meeting of the full Board. The staff of the Boston, Philadelphia, and Portland PIC's monitored progress, while Greater Raritan hired a contractor to monitor contracts. Contractors in Philadelphia were also monitored by the PIC's Program Evaluation Committee, which was chaired by a PIC member but was composed of independent employment and training

professionals from the community. This committee provided objective oversight of contract performance.

The PIC's conducted onsite inspection of contractors at least annually; Atlanta and Contra Costa County did so quarterly. When contractors were not meeting performance standards, several PIC's—notably Philadelphia, Pinellas County, and Rural Colorado—provided technical assistance to contractors to help them improve. PIC staffs emphasized that they demanded good performance from all contractors and gave no preference to any type of contractor. If performance standards were not met, contractors were not re-funded, although allowance was made for contractors serving hard-to-place populations. In a few cases PIC's had rescinded contracts when performance had been poor, sometimes causing protests and accusations of unfair treatment from the contractors involved. However, these PIC's had taken the action to maintain a high level of program quality and were ultimately supported in their decisions by outside review boards.

Service Delivery Systems

JTPA mandates services to be delivered to disadvantaged populations. In their mission statements or annual goals, most PIC's identified specific subpopulations on which to focus their services. Youth, school dropouts, and welfare recipients were targeted most often. Contra Costa County, Kankakee Valley, Portland, and Rural Colorado identified single mothers; Atlanta, Corpus Christi, Greater Raritan, and Pinellas County also targeted adults with physical disabilities. Minority groups, older workers, dislocated workers, and workers with the lowest skill levels were other special populations. Contra Costa County also had programs for displaced homemakers, while Greater Raritan and Portland had a focus on ex-offenders. Philadelphia targeted specific neighborhoods in need of revitalization.

While the PIC's did not operate training programs directly, all but three provided intake, assessment, testing, and/or referral to training. They also placed job-ready clients in OJT or unsubsidized employment. By taking responsibility for these activities, the PIC's had greater control and oversight over the intake process and assignment to training programs. The Boston PIC also provided counseling, tutoring, and other services to in-school youth. The Contra Costa County and Greater Raritan PIC's contracted all services and served solely as the policymaking board. The Rural Colorado PIC provided very limited intake and screening in some areas of the State, but most of these activities were provided by contractors.

Two other features were common to the service delivery systems of the PIC's—they employed a regionally based organization and a case management approach. Many of the PIC's, including those that contracted for intake and assessment services, relied on a system of satellite offices located in the major

neighborhoods or cities throughout the SDA. For example, Philadelphia had a network of 38 PIC referral centers (PRC's) in the city. The PRC's, operated under contract, recruited in their neighborhood and referred participants to the central PIC office for testing and assessment. Contractors to the Contra Costa County PIC operated five regional centers in the county that conducted recruitment, testing, and training. Kankakee Valley, Pinellas County, and Rural Colorado also had several regional offices. The Portland PIC varied from the regional approach by basing its centers on service populations and programs. The central PIC office served adults, and there was a separate office for youth programs and an entry point through the school system. The Boston PIC also provided most of its services through the city schools. The Atlanta and Corpus Christi PIC's served clients through a single central office.

The seven PIC's providing direct service employed a client-centered case management approach. After intake, an individual case manager was assigned to each client who provided job counseling and training referral. The case manager also tracked the client's progress during training until job placement and assisted clients in obtaining other services, such as child care and transportation. The Corpus Christi, Kankakee Valley, Philadelphia, and Pinellas County PIC's had the most formal case management systems. Clients of Kankakee Valley and Pinellas County PIC's were assigned case management teams, consisting of intake and vocational specialists in addition to a case manager. In Pinellas County a job developer and a job club specialist were also part of the case management team. The case management approach helps prevent dropout from the program by providing additional support to clients during job training. The close monitoring given by the case manager also aids in more prompt job placement. Exhibit 8 summarizes the characteristics of the service delivery systems used by exemplary PIC's.

Innovative Programs

The exemplary PIC's were continually trying new approaches to service delivery and reaching out to new populations. They were not afraid to experiment or take chances in designing new programs. The PIC's developed many innovative programs that utilized a unique approach, served a difficult-to-place population, and/or involved extensive coordination with other agencies. These programs were usually small, serving 50 to 100 participants. Although some programs were begun on a temporary or demonstration basis, most had become a permanent part of the PIC's service system. All programs were developed by PIC staff to meet the needs of their communities. Brief summaries of the most notable projects are provided below. The case studies (Volume I of this report) describe them in greater detail.

- *Neighborhood Care for Kids.* The Pinellas County PIC operates this program to train participants to operate in-home child care centers. PIC staff refers appropriate clients to a training program in child development

and small business management. A major corporation in the SDA provides funds to participants to bring their homes up to licensing standards.

Exhibit 8

CHARACTERISTICS OF PIC SERVICE DELIVERY SYSTEMS

- PIC's offer testing, assessment, referrals, placement assistance
- All other training is contracted—no PIC's operated job training directly
- Staff and proposal review committees took a major role in contractor selection
- Periodic oversight by staff and PIC evaluation committees, including monthly reports and onsite review
- Hard-to-serve populations specifically targeted
- Regionally based service delivery system
- Case management approach to meet other social service needs
- Innovative programming targeting hard-to-serve populations, utilizing unique approaches and/or involving coordination with other agencies

- *Philadelphia Youth Corps.* Participants in this program are JTPA IIB-eligible youth who receive paid work experience on community improvement projects in the morning and classroom training in the afternoon. The day-long, 5-day/week program lasts 3 to 12 months and begins every morning with physical exercise.

- *North Philadelphia Employment Initiative* and *West Philadelphia Improvement Corps.* The PIC participates with local universities, CBO's, and other community agencies in these neighborhood improvement projects. The projects operate out of city schools and offer work experience on community projects and job training to youth and adults. (The Rural Colorado PIC has a similar community improvement project involving youth.)

- *Dropout Prevention Programs.* Several PIC's help students stay in school or help to return dropouts to school for job training. In the Corpus Christi

PIC's dropout prevention program, all high school dropouts are contacted by PIC staff individually and encouraged to enroll in a PIC job training or graduate equivalency diploma (GED) program or to return to school.

- *Neighborhood Youth Corps (NYC).* NYC includes a program for teen parents operated by the Contra Costa County Office of Education through contract with the PIC. AFDC recipients aged 16 or older are referred to the program through the social services department and schools. The program helps teen mothers to deal with the difficulties of raising a young child and also offers testing, assessment, and referral to job training, GED classes, or return to school. The Rural Colorado PIC offers a similar program.

- *Training for Small Business.* The Rural Colorado PIC, using Title III funds, offers training in starting and maintaining a small business for farmers, artisans, and other small business operators in the SDA.

- *Summer Youth Mentor Program.* As part of the Atlanta PIC's summer job program, corporate executives are recruited as mentors to work with youth placed in their company for the summer. The mentor assists the youth and serves as a positive role model. The PIC has a similar program for OJT slots. High school dropouts receive pre-employment training and are then placed in OJT with a small business employer who serves as a mentor.

- *Programs for the Disabled.* The Greater Raritan PIC operates two programs for the disabled that have received national recognition. OJT for the Disabled is marketed through corporate donations and provides a $1,000 finder's fee for each trainee identified. The fee is given to vocational rehabilitation agencies that use it to adapt the workplace for the disabled worker and to provide training. The East Brunswick Bicycle and Wheelchair Repair Program trains handicapped youth to repair bicycles and wheelchairs.

- *Job Collaborative Program.* The Boston PIC maintains a case manager in each of the city's public high schools who assists students in academics, social service needs, after-school jobs, and college or job preparation. After graduation, the program also helps place students in jobs with companies that have signed the Boston Compact.

- *Ex-offender Program.* The Portland PIC operates a job training program for people in the correctional system or on parole or probation. Participants are given skill training, work experience employment, or OJT.

- *Northeast Employment and Training Center (NEET).* The Portland PIC operates NEET in cooperation with the ES and welfare department. NEET is targeted to adult black males and provides basic skill and GED training

onsite as well as referral to training and job placement. The center is located in the neighborhood in which most of the program participants live.

Innovative programming is becoming more of a necessity for the PIC's as the JTPA-eligible population shrinks. As unemployment drops, the least job-ready remain in the available labor pool within the SDA. This remaining population requires longer-term training and more innovative programs. Designing such programs is a challenge for the PIC's to meet in the coming years.

CHAPTER 3. SUMMARY AND RECOMMENDATIONS

The principal objective of this study was to examine 10 exemplary PIC's, determine the reasons for their successful functioning, and, from this information, develop guidelines for improving the performance of PIC's. The previous chapter summarized the findings from exemplary PIC's in seven topic areas that described their structure and operation. Using these findings, a model of an effective PIC can now be described that is most likely to function well as envisioned by JTPA and its regulations.

SUMMARY: THE EFFECTIVE PIC

A model of an effective PIC is presented as a summary to this report. Like all models, it represents a perfect state that may not be fully achieved in the real world. It may not be possible or even necessary for a PIC to have all of the characteristics described below to operate successfully. Indeed, the exemplary PIC's examined in this study did not match this ideal on every dimension. In addition, many study findings need further testing through more rigorous evaluation than was conducted in this study. However, study findings suggest that exemplary PIC status is more likely to be achieved when a PIC resembles the model PIC described below.

Structure

The effective PIC has autonomy from the local unit of government, is able to raise its own funds, and is independent of political constraints and special interests in making policy. Incorporation as a nonprofit organization, with corporate bylaws and the PIC Council as the Board of Directors, provides the PIC with these benefits. In addition, the incorporation process requires the PIC to develop an identity and sense of purpose. For these reasons the effective PIC considers incorporation.

Nominations for Board membership are obtained from the private sector, through local Chambers of Commerce and other business groups whose membership has an interest in public service; and from the public sector, through social service agencies, community leaders, and CBO's. Potential nominees are carefully screened by staff to ensure that they are interested and qualified to serve on the PIC. New members are trained carefully by PIC staff on JTPA, PIC structure, operations, and programs.

The effective PIC organizes its operations around a committee structure, with committee members selected by the chair and at least one senior staff member assigned to the committee. The committees are organized around functional areas, such as program planning, monitoring and evaluation, fiscal oversight, and marketing. The committee structure allows frequent Board-staff interaction and efficient use of Board members' time.

Program Planning

The effective PIC has a mission statement that explains the PIC's purpose, its target populations, and its training approach. The statement is developed collaboratively by the Board and staff and is revised periodically to reflect changing conditions within the SDA. It reflects a consensus on the PIC's purpose and guides the planning process.

PIC policy, established by the PIC Board, serve as the basis for PIC planning. The planning process begins with the PIC Planning Committee and its staff. A small group of staff and Board members focus on the planning task to facilitate development and decisionmaking. The staff—employment and training professionals experienced in service delivery and PIC operations—develop the plan with input from the Planning Committee and from the full Board several times during the plan development. The planning process also includes a mechanism for obtaining input from contractors, CBO's, and the community at large.

Coordination With Other Agencies

Coordination with other agencies is standard operating procedure for the effective PIC, which is a leader in the community in these activities. The effective PIC coordinates with the ES, the welfare department, the school system, economic development agencies, vocational schools, and vocational rehabilitation agencies. Coordination efforts range from complete colocation of services, including joint staff and facilities, to referral agreements. Colocation occurs with the ES and welfare department, at least on a demonstration basis, while referral agreements are made with vocational rehabilitation agencies. By agreement with the PIC, economic development agencies require firms moving to the area to hire JTPA graduates from the PIC as a condition for receiving loans from the agency. The effective PIC has special projects with schools to prevent dropout and to help teen parents. These projects may include PIC staff providing direct services to in-school youth. The PIC also relies on contracts with vocational schools for classroom training of JTPA participants.

The effective PIC establishes committees specifically to help achieve coordination and involves important service providers in the SDA on these committees. Staff and Board members of the effective PIC also sit on the Board of Directors of other community agencies to keep aware of opportunities

for coordination and to promote the PIC. Informal networks and professional relationships of PIC staff and Board members are also important mechanisms that help promote coordination. An effective PIC takes a leadership role to help overcome turf issues and other barriers to coordination. This role includes helping to find common ground and mutual benefits for all involved agencies, and stresses the benefit to clients and the service delivery system. The PIC also is willing to take risks and to be flexible with performance standards to achieve coordination and maintains frequent contact with involved agencies to prevent misunderstandings among them.

PIC Chair and Board Members

A PIC is made up of people, and the qualities of the people on the PIC Board are an important factor in the PIC's success. Thus, the effective PIC has high-ranking members of businesses and other community agencies that represent a balance among key players in the community. High-ranking members include owners, presidents, managers, and heads of departments in the business community and office or agency directors among CBO's and public agencies. People of higher rank generally demonstrate competence and leadership, have influence over resources, and bring credibility to the PIC as a result of their status.

The chair of the effective PIC is well tied to the community and has a history of performing public service work. This individual is a high-ranking member of the business community, has a thorough knowledge of the PIC and JTPA, and has experience dealing with employment and training issues. The ideal chair provides a vision to the PIC, attracts private-sector participation and support, and is a leader to the PIC. The chair also integrates the diverse membership of the group into a coherent whole and ensures that PIC operations reflect policy established by the Board.

At Board meetings, all sides are encouraged to present their viewpoint. However, following debate, members are expected to vote on issues based on the common good rather than parochial interests. The effective PIC also recognizes that conflicts of interest will inevitably arise within the Board and has explicit procedures for dealing with them.

PIC Staff and Executive Director

No less than PIC Board members, a quality PIC staff characterizes the effective PIC. The staff has a background in employment programs or human services, and senior staff members have long careers in administering and operating employment and training programs. It is responsible for all PIC operations, taking direction from the PIC Board. The staff operates autonomously and takes creative approaches to planning and implementing programs. Senior staff

serve PIC committees and have frequent contact with Board members to obtain guidance and report on progress.

The executive director of an effective PIC is an employment and training professional who is a leader to both staff and Board. This individual interacts most closely with Board members and thus serves as a liaison between the staff and the Board. The executive director guides staff in translating PIC policies into programs and is key to fitting the individual components of the complex training and policymaking system into a concrete goal. The executive director has developed good skills for working with volunteer Boards where members have different perspectives and is adept at consensus building. The executive director also maintains close ties to the community through memberships on other Boards and/or professional networks. These ties keep the PIC aware of opportunities for collaboration and joint funding as well as new training providers. The ideal executive director also maintains contact with the LEO, serves an additional role as a link between the PIC and local government.

Relationship With LEO's

The effective PIC has a positive, harmonious relationship with the LEO. This relationship is formalized with an LEO agreement where the PIC and LEO have decided the overall policy direction of the PIC. The LEO allows the PIC autonomy in program administration and in the development of policies and job training plans. These policies and plans then serve as the basis of PIC-LEO negotiations. LEO's provide oversight and monitoring of the PIC but do not normally get involved in operational details. Since the effective PIC functions well and there are no negative political or fiscal implications to PIC activities, the LEO allows the PIC to run with little intervention in program operation.

The PIC keeps the LEO regularly informed of its activities through regular briefings by the PIC executive director or other senior staff. The LEO's staff also maintains periodic contact with PIC staff and reviews PIC quarterly or annual reports. A representative of the LEO may also sit on the PIC Board *ex-officio*.

Program Operations

The service delivery system of the effective PIC is regionally based, with satellite offices located in strategic areas throughout the SDA. The PIC understands the importance of the intake process. It takes an active role in monitoring or directly operating the screening, assessing, and testing of all participants and referring them to the appropriate training programs. The PIC assigns a case manager to track each participant from training to job placement.

By monitoring progress, the ideal PIC minimizes dropouts and increases placement rates.

The effective PIC places those needing skill training in OJT and places job-ready participants in unsubsidized employment but contracts all classroom training. Contractors are selected through a competitive bid process and are required to meet performance goals to be re-funded. PIC staff and evaluation committees regularly monitor contractors through monthly reports and onsite reviews. As a result of this careful oversight and the selection of quality training providers, effective PIC's exceed all JTPA performance standards.

Innovative programming is a hallmark of the effective PIC. Innovative programs utilize unique approaches, reach out to new populations and/or serve hard-to-place populations, and involve coordination with other agencies. Innovative programs include neighborhood improvement projects, assist trainees in establishing their own small businesses, prevent high school dropout, and serve populations with significant barriers to employment (for example the disabled, out-of-school youth, and the long-term unemployed). The effective PIC is not afraid to experiment or take changes to develop a new approach.

RECOMMENDATIONS FOR IMPROVING THE PIC SYSTEM

Findings from this study have given clear indications of how to conceptualize an ideal PIC structure, organization, staff, Board membership, and operations. These findings suggest clear directions for improving PIC performance and the PIC system. A comprehensive list of recommendations and suggestions for improving PIC performance is provided in Volume III of this report as a technical assistance guide. This guide is designed to assist program planners, PIC staff, and Board members in developing an exemplary PIC. Recommendations for improving the PIC system are provided below as the conclusion to this report.

Recommendation 1: PIC's should be encouraged to incorporate or maintain an autonomous identity.

There are clear indications from this research that PIC's operate better when they have an independent identity. Incorporation can provide this identity. Independence from government bureaucracy makes the PIC more attractive to the private sector, allows policy decisions to be nonpolitical, and allows the PIC to act more freely and quickly than it otherwise could. Fiscal and program oversight is improved by incorporation, as the PIC can establish its own structures to perform these functions. Local government can also examine PIC's more critically when they are a distinct entity outside their own bureaucracy. Incorporated PIC's can also receive non-JTPA funds, which are

increasingly needed as public funds are reduced. In addition, PIC Board members are shielded from personal liability if the PIC is incorporated; this allows decisions to be made more freely. The Department of Labor should encourage incorporation and provide technical assistance to PIC's that wish to incorporate.

There are some disadvantages to incorporation, however, that should be addressed by PIC's considering this option. LEO's may not remain sufficiently involved in incorporated PIC's, contrary to the intent of JTPA, which was to create an equal partnership between LEO's and the Councils. Consequently, PIC's should develop mechanisms to maintain the input and involvement of elected officials after incorporation and ensure that incorporation does not adversely affect the relationship between the LEO and the PIC.

Another disadvantage to incorporation is that PIC's operating their own program are liable to repay JTPA funds from costs disallowed from audits. Incorporated PIC's must maintain reserve funds of non-JTPA money to cover these costs or must purchase Errors and Omission insurance. This insurance is difficult and costly to obtain and must be purchased with non-JTPA funds. Incorporated PIC's must also purchase directors insurance to protect PIC members and staff from personal liability. This insurance, however, may be purchased with JTPA funds.

Recommendation 2: Training materials should be developed for PIC Board members.

JTPA is a complex program with complicated funding formulas, performance standards, eligibility requirements, acronyms, and contracting regulations. Most Board members, especially those from the private sector, are unfamiliar with government programs, including JTPA, and are often confused when they begin working on PIC. Several Board members among the PIC's examined in this study indicated that it took up to 1 year to learn all of the complexities of JTPA. While Board members need not be experts on JTPA, they need a strong basic knowledge to make informed policy decisions in their SDA's. The Department of Labor can assist in providing this knowledge by developing and disseminating basic training materials for PIC Board members. These materials should be suitable both for orientation for new Board members and ongoing training.

Recommendation 3: Coordination should be encouraged through development of Federal initiatives and funding incentives for successful efforts.

Many PIC's studied identified funding and conflicting eligibility as barriers to coordination. Since PIC's must use their administrative funds for coordination efforts, they have limited resources for conducting this important work. The

Department of Labor should consider providing additional funds for coordination. Possible funding mechanisms include a special fund allocated to each State for use only in coordination and incentive funds as rewards for successful coordination efforts. Six percent funds could be awarded for this purpose, for example.

The Department of Labor should also consider working with other agencies at the Federal level to develop mechanisms to overcome barriers posed by conflicting eligibility requirements. Methods for adjusting or obtaining waivers for these requirements for programs providing services to JTPA participants should be developed.

Federal initiatives, such as the new Job Opportunities and Basic Skills (JOBS) Act, serve as catalysts for coordination and can be helpful to PIC's as they lead coordination efforts in their communities. However, PIC's need technical assistance in establishing such joint programs, which require careful negotiation and establishment of common objectives. The Department of Labor should provide technical assistance to PIC's to facilitate coordination.

Recommendation 4: Provide guidance for developing good agreements between PIC's and LEO's.

Each exemplary PIC studied had a harmonious relationship with its LEO. This relationship did not develop by accident but was the result of negotiations that established clear lines of authority for both the PIC and the LEO. JTPA requires each SDA to work out this relationship, and this matter is probably best left to local control. However, the Department of Labor should provide guidance to PIC's on how to develop comprehensive written agreements with their LEO's that specify clear delineation of rights and responsibilities for each party. A poor LEO-PIC relationship results in ineffective training programs.

Recommendation 5: Encourage the development of innovative programming.

PIC's need to develop strategies for reaching the most needy population and for providing long-term training. As unemployment is low in many SDA's, the unemployed pool increasingly consists of individuals with the greatest barriers to employment. Innovative approaches are needed to reach this population, and exemplary PIC's operate many such programs to serve them. However, these programs are generally small and often operated on a demonstration basis. Funding and performance standards are cited as barriers to operating such programs.

The Department of Labor can encourage innovative programming by providing special funds for this purpose. Several PIC's used 6 or 8 percent set-aside funds for special projects that were not subject to performance standards, and thus recent regulations that allowed these uses have been very helpful to PIC's.

The recent relaxing of the cost-per-entered employment standard has also been beneficial to many PIC's working to provide long-term training. The Department should consider further initiatives of this type, such as providing additional funds for special projects or allowing adjustments to performance standards for projects serving those most in need, for example, the homeless, delinquent youth, or substance abusers.

CONCLUSION

In conducting this research, it became apparent that there is a lack of reliable information on how to organize and operate a successful PIC. This study helps to fill this gap in knowledge and offers information that should prove useful to PIC's operating under the JTPA system. Like all research, the study has limitations stemming from its methodology, approach, and assumptions. For example, no comparison group of "average" or poorly run PIC's was examined, and the assumptions made about what constitutes an exemplary PIC were not verified. The PIC system will benefit from further systematic and scientifically sound evaluations that will confirm the findings of this study and also provide additional information on developing and operating effective PIC's.

APPENDIX: CRITERIA FOR SELECTING EXEMPLARY PIC'S*

PIC Membership

Effective membership is one determinant of an exemplary PIC. The JTPA legislation envisioned PIC membership to consist of local business leadership (including small and minority businesses) as well as public and community leaders from enumerated agencies and organizations. In exemplary PIC's, the membership reflects the intent of the legislation.

1. Members hold key positions in their businesses or organizations and are active in other community activities and networks that demonstrate community leadership or concern for the issues before PIC's.

2. Membership reflects the diversity of businesses in the SDA, and public and community representation brings key policymakers into the PIC process.

3. PIC membership demonstrates continuity of membership over time while also remaining open to new membership.

4. The PIC encourages active participation of principals rather than proxies. In addition, the PIC chair maintains an active involvement and provides policy direction and guidance.

PIC as a Community Forum—Internal and External Relationships

Exemplary PIC's demonstrate a vital exchange of ideas and values among their memberships (internal partnership) and reach to other community institutions and officials (external partnership).

Internal

1. The PIC promotes business and labor participation in JTPA and has strong ties to business and labor groups. Participation includes both active involvement on the PIC and utilization of programs and services of the PIC.

*Bob Knight of the National Association of Private Industry Councils prepared this Appendix with assistance from CSR, Incorporated.

2. The PIC has the support and participation of the local education community as well as other key public systems, such as economic development agencies, welfare agencies, and employment service.

3. The PIC has the support and participation of key community groups.

External

1. The PIC enjoys a good relationship with its LEO. This may be demonstrated through joint meetings, the LEO attending PIC meetings, joint press releases, or other means.

2. The PIC promotes local needs and priorities to the State (including the State Job Training Coordinating Council) and provides leadership to SDA.

3. The PIC is an advocate for JTPA in the community and promotes community awareness and acceptance of JTPA programs. This may be demonstrated through marketing programs; public speaking at business, service, professional, and community meetings; public relations efforts; or other means.

PIC Policy and Planning

The primary function of the PIC is to plan and oversee Federal investments on behalf of the JTPA-eligible population. Planning is interpreted to mean everything from broad policy setting based on needs assessment to actual involvement in program design, to the selection of service providers, to the ratification of a document. An exemplary PIC will have considered its options and formulated a mission or at least have accepted a mission formulated by others. In either case, the mission should be articulated, the members should understand it, and there should be a degree of acceptance of the mission by the members. This acceptance need not be static, as an exemplary PIC is likely to examine its mission and role and entertain modifications from time to time. Oversight also should be an important value and activity for an exemplary PIC.

1. Members are actively involved in planning and oversight of programs. Goals are discussed and priorities established by the members. Measurable objectives are set for each investment.

2. The PIC understands its role in allocating scarce resources and considers the needs of and return on investment in serving different segments of the population. The PIC attempts to define "hard-to-serve" and to make allocation decisions that take such groups into account.

3. The PIC job training plan provides specific short- and long-term training and employment goals for the next few years. Goals are established in the context of related community goals, especially those for education, welfare, community, economic development, and the public labor exchange. The PIC articulates and accepts the notion that planning drives performance standards, rather than standards driving planning.

4. Where feasible and appropriate, goals emphasize coordination, integration, and joint funding. Collaborative planning with governmental and community groups is an expressed value.

PIC Employment Program Performance

Most PIC's concur that performance of JTPA programs is the primary yardstick by which they should be measured. Good program performance does not require an exemplary PIC, but an exemplary PIC would be expected to produce above-average results over time. The challenge for an exemplary PIC is to balance the need to address long-term policy relating to the labor market with the need to fund and to oversee specific programs on a relatively short-term basis.

1. The PIC exceeds all performance standards and is aware of its authority to adjust standards to reflect local goals and considers this option where appropriate.

2. The PIC mission includes commitment to research and development at least insofar as it will fund experimental programs and services. The research and development capacity focuses on specific goals, such as serving the hard-to-serve, targeting poor neighborhoods or communities, introducing new learning or service technologies, or meeting the needs of businesses or industries experiencing labor shortages.

3. The PIC considers income (wage) levels, fringe benefits, and career opportunities in selecting training programs, especially for adults. The PIC has an established ability to employ the disadvantaged at a good wage level.

4. The PIC has successful examples of program coordination and/or integration and examples of programs that reflect leveraging or joint funding with non-JTPA resources.

5. PIC oversight includes mechanisms for feedback from clients, service providers, and employers.

PRACTICAL GUIDANCE FOR STRENGTHENING PRIVATE INDUSTRY COUNCILS

VOLUME III: LESSONS FROM JOB TRAINING PARTNERS

FINAL REPORT

A Technical Assistance Guide for
Private Industry Councils

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CHAPTER 1. INTRODUCTION

A TECHNICAL ASSISTANCE GUIDE FOR PRIVATE INDUSTRY COUNCILS

Introduction

The Private Industry Council (PIC) is the cornerstone of the service delivery system under the Job Training Partnership Act (JTPA). The PIC's are the primary mechanism by which the private sector, along with representatives from public agencies, can provide policy guidance and oversee the direction of employment and training programs in their service delivery areas (SDA's).

In partnership with the local elected official (LEO), the PIC is responsible for developing the local job training plan that describes planned services, procedures for identifying and recruiting participants, performance goals, budgets, and methods for selecting service providers. PIC's are also expected to assume a leadership role in JTPA activities in the SDA, including coordination activities with related agencies.

A 1983 survey of PIC members by the National Alliance of Business (NAB) found considerable variation in size, structure, council responsibilities, and involvement of business members. Other studies of JTPA have found wide differences in effectiveness among PIC's, suggesting that Councils have considerable ability to influence the nature of employment and training activities. However, there has been little systematic examination of the factors that promote effective PIC functioning.

To address this gap in knowledge, the Employment and Training Administration (ETA) of the Department of Labor awarded a contract to CSR, Incorporated, to select and systematically study 10 exemplary PIC's. The goals of the study were to determine elements that make for an effective PIC and to identify strategies of effective PIC's in relating their JTPA programs to other organizations and segments of the community. Specifically, ETA asked CSR to examine:

- The depth of PIC member knowledge and understanding of JTPA;
- The extent to which exemplary PIC's are involved in setting policy within their SDA's;
- The degree to which exemplary PIC's are involved in SDA operations;

- The extent and nature of nonbusiness members' participation in PIC's; and

- The nature of relationships among PIC's, LEO's, and program operators in terms of how authority is expressed, goals are established, and disputes are resolved.

Through an examination of these issues, CSR was to develop a set of guidelines for PIC's to follow to ensure maximum effectiveness, and to make suggestions for improving the PIC system.

METHODOLOGY OF THE STUDY

CSR's first task was to identify 10 exemplary PIC's. This involved identifying the characteristics of an exemplary PIC and then selecting PIC's based on these criteria. To assist in the identification process, an advisory board was formed consisting of a senior staff member from five public interest groups involved in employment and training and knowledgeable of these programs at the local level. These public interest groups were NAB, the National Association of Private Industry Councils, National Job Training Partnership, Inc., the National Association of Counties, and the U.S. Conference of Mayors.

Each advisory board member who was knowledgeable of PIC's and the JTPA system was asked to identify key criteria of an exemplary PIC. In addition, the Department of Labor asked the ETA regional administrator in each of the Department's 10 regions to recommend selection criteria. Through these sources, CSR collected 42 characteristics of exemplary PIC's. These characteristics were reduced to 19 by combining similar criteria and by eliminating duplicates and criteria recommended by fewer than three respondents. These criteria are provided in the appendix.

In the second stage of the selection process, the advisory board members were asked to nominate 5 to 10 exemplary PIC's, using the 19 criteria. For each PIC, the nominator identified the criteria met and gave other reasons why the PIC was considered exemplary. The advisory board nominated 20 exemplary PIC's. The nominated PIC's were from all regions of the country and served large city, smaller city, and rural SDA's.

The names of the 20 PIC's were submitted to ETA, which selected the 10 exemplary PIC's for the study. In making the selection, ETA considered (1) whether the PIC's operated job training programs, not just job search and referral (2) involvement of the PIC's in coordination with other community agencies, and (3) how well the PIC's met the performance standards. ETA also ensured geographic representation of the country and inclusion of SDA's of varying sizes in its final selection. The exemplary PIC's selected for this study were:

- The Business and Industry Employment Development Council, Inc. (Pinellas County, Florida);
- Private Industry Council of Philadelphia, Inc.;
- Corpus Christi/Nueces County Private Industry Council, Inc.;
- The Private Industry Council, Portland, Oregon;
- Boston Private Industry Council;
- Contra Costa County Private Industry Council (California);
- Private Industry Council of Atlanta;
- Rural Colorado Private Industry Council;
- PIC of Greater Raritan, Inc. (Hunterdon, Middlesex, Somerset Counties, New Jersey); and
- Kankakee Valley Private Industry Council (Indiana).

To collect information on the structure, operation, and policies of the PIC's, CSR scheduled 3- or 4-day visits to each PIC. These visits occurred between April and August 1989. At each site, CSR staff interviewed the PIC chair, executive director, LEO, one or two senior staff members, four to seven PIC members, major contractors, and the SDA director where there was a separate SDA staff. Respondents provided information about their areas of involvement and interaction with the PIC. Interviews with executive directors and PIC chairs lasted about 2 hours; other interviews lasted 30 minutes to 1 hour. Twelve to 20 interviews were conducted at each site.

CSR's subcontractor, Cygnus Corporation, with the assistance of the CSR project manager, developed a topical interview guide for the study based on a review of previous work evaluating JTPA programs and PIC's, advice from advisory board members, and Cygnus' and CSR's knowledge of and experience with JTPA and related employment and training programs. The guide was used during interviews to collect information in seven areas related to PIC operation, composition, and functioning:

- History and structure of the PIC;
- Policy and program planning;
- PIC community relations and coordination;

- PIC chair and Board members;
- PIC staff;
- PIC relationship with the chief elected official; and
- Performance and employment programs.

The unstructured nature of the interviews permitted the interviewers to focus on topics most relevant to individual respondents and the respondents' areas of expertise. The interviewers integrated the information from all respondents to develop a complete picture of the nature of the PIC and the economic conditions within the SDA.

OVERVIEW OF THE REPORTS

The findings from this study of exemplary PIC's are reported in three volumes. Volume I presents a description of each PIC in a case study format organized by the seven topic areas of the interview guide. The case studies present a succinct summary of the key areas that define an exemplary PIC. Volume II presents an analytic summary of the case studies in each of the seven topic areas and offers recommendations for improving the PIC system.

This part, Volume III, was prepared by CSR's subcontractor, Cygnus Corporation, as a technical assistance guide targeted to PIC staff, PIC members, and others interested in improving PIC performance. Using the information distilled from the case studies summarized in Volume II, the technical assistance guide provides practical advice on how to implement specific practices into the operations of a working PIC to improve its effectiveness.

Technical assistance guides frequently are written by the recognized experts to help the less expert practitioners. In this instance, there are no "experts" in the creation and development of PIC's other than the practitioners who, primarily through trial and error and intuition, acquire valued knowledge and skills. Based on the experiences of exemplary PIC's, this guide reviews the successful operations of 10 key activities—those essential functions that define the operations of every PIC. They are:

- *Identifying and Selecting Board Members*—How to recruit and choose those persons who will provide the right mix of talent, influence, and leadership.
- *Orienting and Training Board Members*—How to teach Board members what they need to know about JTPA and the intricacies of developing and managing federally funded employment programs.

- *Organizing the PIC*—How to organize committees and develop procedures for getting work done and how and when to formulate policies and direct staff.

- *Incorporating a PIC*—How to incorporate and under what circumstances PIC's should consider incorporating.

- *Coordinating With Other Organizations*—How to effect working relationships with outside groups that further PIC objectives.

- *Selecting an Executive Director*—How to recruit and choose an executive director that best fits the PIC's needs and personality.

- *Establishing a Mission Statement*—How to formulate a mission statement that provides a foundation and guide to program planning.

- *Subjugating Conflicts of Interest*—How to overcome or avoid debilitating conflicts within the Board.

- *Maintaining Interest of Board Members*—How to keep Board members enthusiastic and involved in PIC activities.

- *Selecting Vendors*—How to be a proactive and practical user of training and service vendors.

Each of these topics commands significant attention from PIC Board members and staff as they go about the business of implementing the largest, most pervasive national-level employment program in the world. In some measure, this guide strives to fit theory to practice and to provide readers with both useful techniques and a broad conceptual framework for developing a more effective PIC.

CHAPTER 2. IDENTIFYING AND SELECTING BOARD MEMBERS

Introduction

It comes as no surprise that the personal qualities of their Board members are cited as the primary factor in the success of exemplary PIC's. Important attributes of Board members are leadership and competence, influence over resources, status, and a genuine commitment to JTPA program goals. Leadership and competence are associated with task accomplishment, whereas status brings credibility to the entire organization and also is a factor in controlling outside resources. But how does one find Board members with such stellar qualities?

Finding Candidates

Where To Look

The advice from the PIC's surveyed was to look for high-ranking members of businesses and other community agencies that represent a balance among key players in the community. High-ranking members are presidents, managers, and heads of departments in the business community and office or agency directors among community-based organizations (CBO's) and public agencies. People of high rank generally demonstrate competence and leadership, have influence over resources, and, because of their status, bring credibility to the PIC. These individuals should be in decisionmaking positions that allow them to commit agency or company resources.

Balance among key community and business players is another important quality. Within the range of choices permitted by the legislation, it is important to look at who the key organizations are and what each brings to the PIC. In Boston, colleges and universities were well represented, whereas in Contra Costa County and Portland, small businesses were predominant. Selecting high-ranking members of the key businesses and organizations that have been involved in community affairs will help to ensure a PIC Board that will be sensitive to community values and interests. These members will have a better sense of what community employers will support, where jobs will be, and how to anticipate and prepare for upcoming economic trends.

However, these individuals also are in demand and frequently must juggle time commitments. As a consequence, Board meetings must be well organized, briefing documents must be prepared in advance of meetings, and meetings must be scheduled for early morning or other odd hours to accommodate Board members' time constraints. It is encouraging to note that although all the exemplary PIC's studied described Board members to be high-ranking members of their respective organizations, neither absenteeism nor turnover was a problem.

The successful recruitment of high-ranking business and community leaders begins with the identification of the community agencies and business that are most relevant to the PIC's goals and strategies. Beyond those cited by the legislation, these may include CBO's that work with the same populations as the PIC or share the PIC's goals, businesses that control entry-level jobs or influence community opinions, and organizations and businesses that control educational and supportive service resources.

There are several ways to become familiar with the range of choices among the business community. Chambers of Commerce and professional and trade associations (for example, the Industrial Managers Association) are good sources of nominees for high-ranking, civic minded business representatives. Civic clubs (such as the Optimists and Kiwanis) are organizations of business leaders in the community who also demonstrate a commitment to social goals. For this reason, they represent particularly good sources of candidates for Board membership.

Recruiting

What To Say

A chief recruitment ploy is to contact the organizations mentioned above to solicit nominees who can then be queried for their interest. Suggested nominees can be contacted by letter or in person. It is most important to remember that a positive response to this approach is conditioned on what and how information is presented. Most business people know little about JTPA or the work of a PIC. The presentation to prospective Board members should give them key points of information while reflecting a desirable public image. Forwarding copies of the legislation and PIC bylaws won't do it. Instead, a succinctly worded statement covering the following points is needed.

- Mission or purpose of the PIC
- Brief overview of programs
- Value of its work to the community
- Structure (size, officers, committees)
- Time required of Board members and typical activities

A list of current Board members should also be included, since that may influence the decision of the nominee.

The manner of the presentation is also important. Written materials should be attractive and polished looking. Logos should be prominently displayed. Verbal presentations should be equally polished and made by current Board members or by high-ranking staff.

Many PIC's formalize their recruitment process through the use of a nominating committee. This committee determines the need for new members, organizes the recruitment process, and reviews the qualifications of potential nominees.

In many instances, a less structured and more informal recruitment occurs when current Board members approach colleagues or business associates. This practices incorporates the advantage of personal influence. A modification of this approach is for a Board member or members to make a personal appeal to businesses or agencies to nominate an executive for inclusion on the Board.

The point is to maximize the influence and credibility of the Board by using current Board members to attract new members. Getting the first set of credible Board members, however, may require a formal recruitment strategy targeted on likely sources of high-ranking, civic-minded community leaders.

CHAPTER 3. ORIENTING AND TRAINING BOARD MEMBERS

Introduction

Board membership should be thought of as a job—a serious and important one. No matter how dedicated and bright, new Board members will not be very functional without a proper orientation to PIC policies and procedures and training on the more technical aspects of their job. Not only will their job efficiency be enhanced, but they will also become integrated more quickly and feel more at ease in their new role if given a thorough orientation.

Bypassing structured orientation and training on the assumption that Board members will "pick up" what they need to know overlooks several realities. The first reality is that those qualities that make an individual a desirable PIC Board member attracts other organizations as well. It is common for PIC Board members to serve on several Boards simultaneously—each Board following different procedures. Without a formal orientation, new members are more likely to confuse practices and procedures of one Board with another. At a minimum, there will be delays while questions are being answered as Board members struggle to orient themselves.

Board members might make uninformed judgements without structured training on the more technical materials such as JTPA legislation, required reports, and the types of programs being operated. They may not be able to follow Board meeting discussions or contribute to those discussions. Some PIC chairpersons reported that it took them a year to learn the more technical aspects of PIC operations—a serious loss of Board member productivity.

Structured orientation and training for Board members is not an easy task. It must be carefully organized and well presented with attention to detail. Remember that orientation and training also represents new Board members' first exposure to the PIC. The first impression will set the tone for future interactions.

Orientation

The approach discussed here treats orientation and technical training as two separate activities calling for different techniques. The separation of orientation from technical training is based on a very fundamental learning principle: begin with the general information to provide a contextual framework and move toward the more specific information. The orientation is, therefore, an occasion for transferring information of a general nature to achieve the following objectives:

- Create a favorable first impression,
- Develop familiarity and comfort with meeting procedures,
- Prepare new members to function as integral and active members of the Board, and
- Set the stage for more technical training.

To accomplish these objectives, the following is a suggested checklist of topics to be covered during the orientation:

What Needs To Be Covered

- *Federal legislative concepts and the role of the PIC.* Begin the orientation by making sure that new Board members understand the basis for having a PIC in the first place and how the PIC's responsibilities relate to the general purposes of the law. This is part of the conceptual framework necessary for other information to make sense. Conclude with a review of the PIC's current mission statement.
- *Organization of the Board.* Explain how the PIC is organized, functions of committees, roles of staff and Board members, and bylaws that govern PIC activities. The bylaws can be appended and/or summarized. Charts depicting relationships, activities, and functions are a particularly useful way to present this material.
- *Historical review.* Briefly review the history of employment programs in general, the local program in particular, and the Board's past actions and positions. The point of a historical review is to let the new members understand the context of Board discussions and to learn from past experience. Recognizing that there were PIC's associated with CETA, JTPA's predecessor, is certainly needed to prevent confusion; it is valuable to extend the institutional memory to new members as well. This can be accomplished by including copies of Board minutes or a summary of past Board actions.
- *Responsibilities of the Board members.* Now address the specific duties of the PIC. This amounts to operationalizing the mission statement in terms of the duties of Board officers (especially the PIC chair), committee members, etc. This is a good time to provide a list of Board members and their assignments, backgrounds, associations, phone numbers, and addresses.
- *Board policies and procedures.* Simply stated, Board policies and procedures are the rules by which the Board carries out its agenda.

They may be formally stated in the bylaws, or a matter of informal agreement such as when host responsibilities for meetings are rotated. Policies concerning PIC liability, location and schedule of meetings, rules for voting on motions, how conflicts of interest are resolved, Board compositions, etc., should be covered.

- *Responsibilities of staff.* Introduce the staff and discuss their responsibilities. Special attention should be given to how staff are expected to interact with the Board and work that is appropriately assigned to staff. Delineating PIC responsibilities between Board members and staff and clearly communicating the distinctions is critical to a smooth working relationship. Lines of authority and protocol issues should be reviewed at this time.

How To Present It

Presentation of the orientation is equally important. Because so much information is being covered, it is critical to commit it to writing so that it may serve as a reference source. Yet, care should be taken that it not overwhelm new members with "information overload." Probably the most practical arrangement is to assemble relevant written materials in a permanent ring binder that can also hold meeting minutes, reports, and issue papers. Use descriptive labels and summaries to help Board members quickly identify the gist of each section of information. This file also can become a cumulative record of Board information.

In addition to written materials, an oral presentation that is both instructive and interactive is recommended. No matter how clearly presented in written form, the orientation topics will generate questions and the need to elaborate on points of particular interest to the new Board members. The amount of material being covered argues for a submission of written materials followed by an oral presentation at which time the topics are reviewed and discussed as needed.

Technical Training

What To Cover

The orientation introduces the topics that are covered in greater depth in the course of the technical training. The extent to which training on JTPA laws and regulations is needed depends on the background of Board members. Although Board members need not be legislative experts to perform basic functions of the Board, those who are well versed in the legislation and regulations are incredibly powerful in debates with both State and Federal officials. At a minimum, Board members' responsibilities under the law cannot be properly fulfilled if they are ignorant of fiscal requirements, lines of authority between

Federal, State, and local PIC's, and how their own programs are operated. Therefore, a suggested list of topics might include:*

- Synopsis of JTPA legislation;
- Synopsis of local PIC programs;
- JTPA dollar flow description;
- Funding sources for each PIC program;
- Administrative channels; and
- Acronyms and jargon.

One Additional Thought

It is a good rule of thumb to rely as much as possible on pictures rather than words when transmitting detailed, technical material. Appendix A is the approach used by the Contra Costa County PIC to these topics. From these examples, you can see how useful flow charts and other graphical presentations are in conveying very technical information. These materials will serve as a model for developing the technical training for Board members.

New members are likely to have questions regarding these topics. The availability of technical staff to instruct and answer questions is essential during the course of technical training.

*These were drawn from the Contra Costa County PIC Orientation Guide with grateful acknowledgement.

CHAPTER 4. ORGANIZING THE PIC

Introduction

A well-planned organizational structure is a key component of a successful PIC. Each exemplary PIC in the study had an active committee structure designed, at a minimum, to have systematic processes to monitor existing programs, evaluate the entire operation, and plan ongoing operations. The PIC's also used committees for other functional areas that they considered important.

Common PIC Committees

There are several advantages to using committees. It allows the Board to establish accountability in key areas. The exemplary PIC's established accountability by making the committees responsible to an Executive Committee, headed by the PIC chair, which was responsible to the entire Board. The Committee structure creates a sense of ownership. Through committee work, Board members are able to focus on one functional area, thus allowing the often busy Board members to make the most effective use of their time. Staff can be organized around functions clearly delineated by the committees, thus creating a logical staff extension of Board members.

This chapter will first describe a model committee structure. It will then explore staff organization and staff interaction with the Board.

Committee Organization

Getting the Best Use of Board Members' Time

As stated previously, the amount of time that Board members can devote to the PIC is limited by their outside commitments. On average, in order to learn more about the JTPA and to keep in touch with the PIC's programs, Board members—other than chairpersons—of the exemplary PIC's spent 4 hours a month on PIC business. All of the PIC's felt that they were successful because responsibilities were divided through use of committees. The use of committees allowed Board members, as in their respective corporations, to have specific jurisdictions in which they develop expertise and for which they are responsible. In this way, as in a well-run corporation, the PIC Board is able to coalesce the activities of all its units into a clearly manageable whole without becoming involved in time-consuming operational tasks.

Each PIC in the study had an Executive Committee that was responsible for organizing committees and assigning responsibilities so that information essential to an accurate overview of the status of PIC activities was possible. In addition, the Executive Committees generally provided financial and administrative oversight. It also ensured representation of all geographic areas served by the PIC.

The Executive Committee is composed of the PIC chair and the committee chairs, who are appointed by the PIC chair or elected by a nominating committee.

Every organization must monitor its existing programs individually and collectively so it can run well in the present and plan for the future. The PIC's handle planning and monitoring functions in separate committees or combine both functions around particular programs. These two committee organizations are illustrated in Exhibit 3-1. This chapter will first describe the committees that were organized along functional lines, such as planning or monitoring.

Most of the PIC's had two and some had three committees to oversee the following functions: monitoring individual programs, evaluating the overall PIC program, and planning the future PIC program. These committees were responsible for meeting JTPA monitoring requirements and developing monitoring instruments. While committee members might engage in onsite monitoring and other performance review functions in order to stay in touch with the process, they are not expected to do the actual monitoring. PIC committee members receive summaries of the various monitoring activities from PIC staff at regularly scheduled meetings and in turn, the committees provide short status reports to the Board at scheduled meetings.

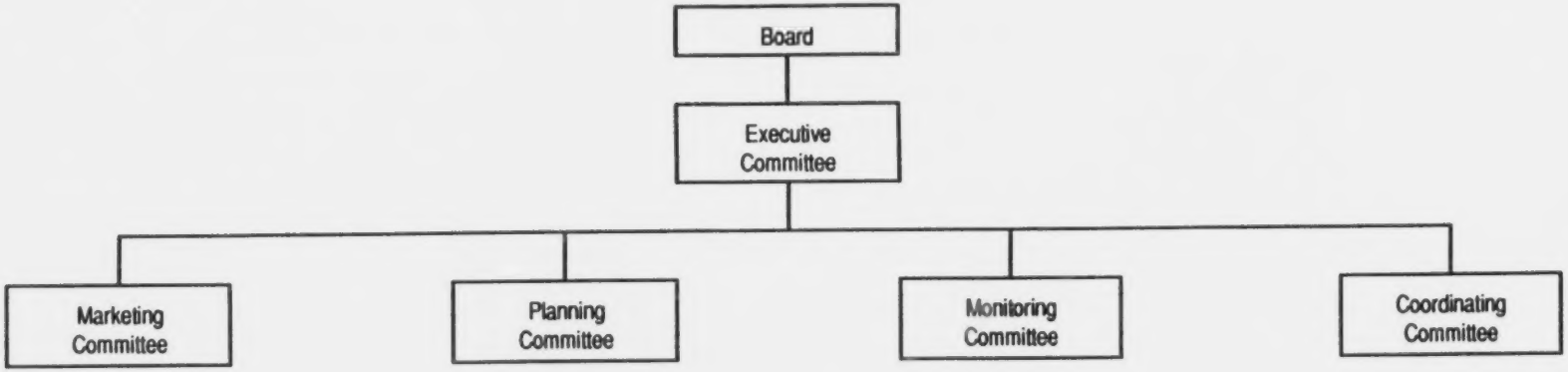
The Monitoring Committee reports not only to the Board but also to the Planning Committee. The Planning Committee handles both the evaluation of the overall PIC program and the planning of the future PIC programs. Evaluating the overall PIC program involves ascertaining whether the PIC's ongoing operations are proceeding according to the plan. Specifically, this includes determining whether the overall program is successfully serving the intended target populations. Planning future PIC programs usually results in an annual or biannual training plan that calls for midterm assessments in the form of a formal annual review.

The Monitoring Committee must relay necessary information—for example, the performance of individual programs—to the Planning Committee if the Planning Committee is to know how the plan's target populations are being served. For this reason, it is a good idea to develop a procedure to ensure that the Monitoring Committee makes timely presentations to the Planning Committee. It is also advantageous to have a Board member serve as a liaison between the two committees and to have regular interaction between the two committees' staffs.

However, the Planning Committee should not confine itself to using only information presented by the Monitoring Committee. In order to determine how target populations are being served and which types of programs should be developed to serve them, the Planning Committee should use demographic and labor market data. It should also solicit the advice of CBO's, vendors, the school system, business leaders, and the target populations themselves. For example, area businesses can provide information about work habits and skills wanted in entry-level workers and also relate to the PIC why they are or are not hiring PIC

Exhibit 3.1

THE COMMITTEE SYSTEM



OR

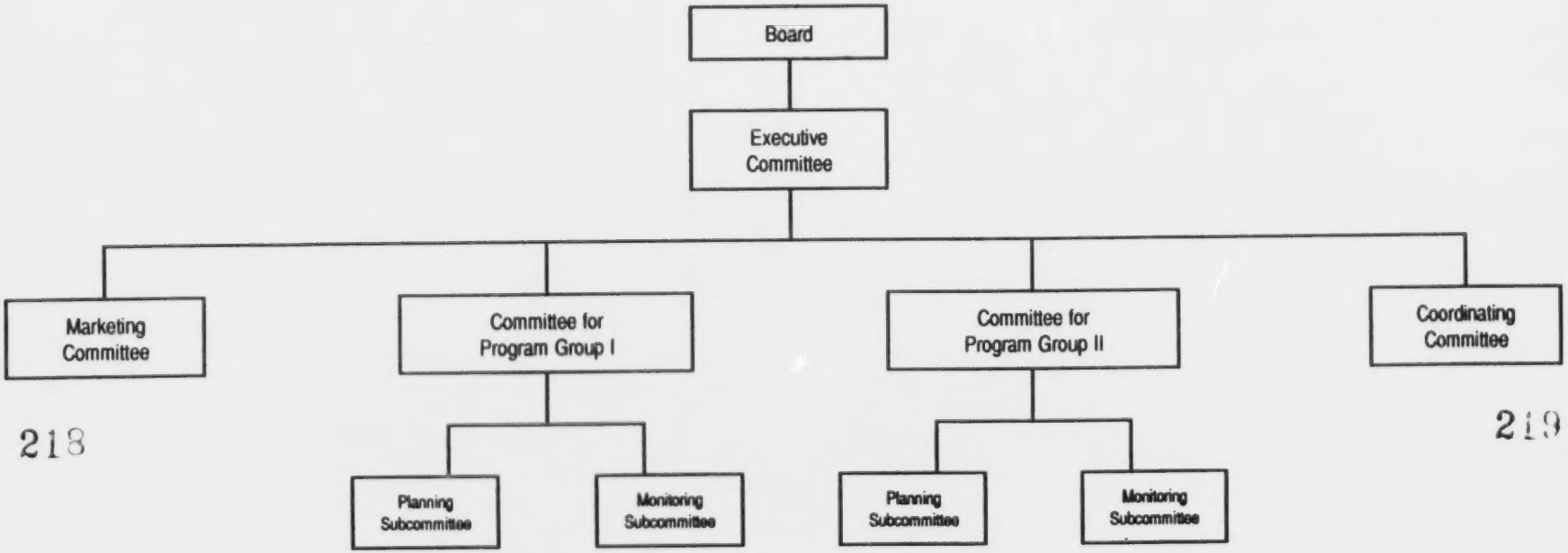
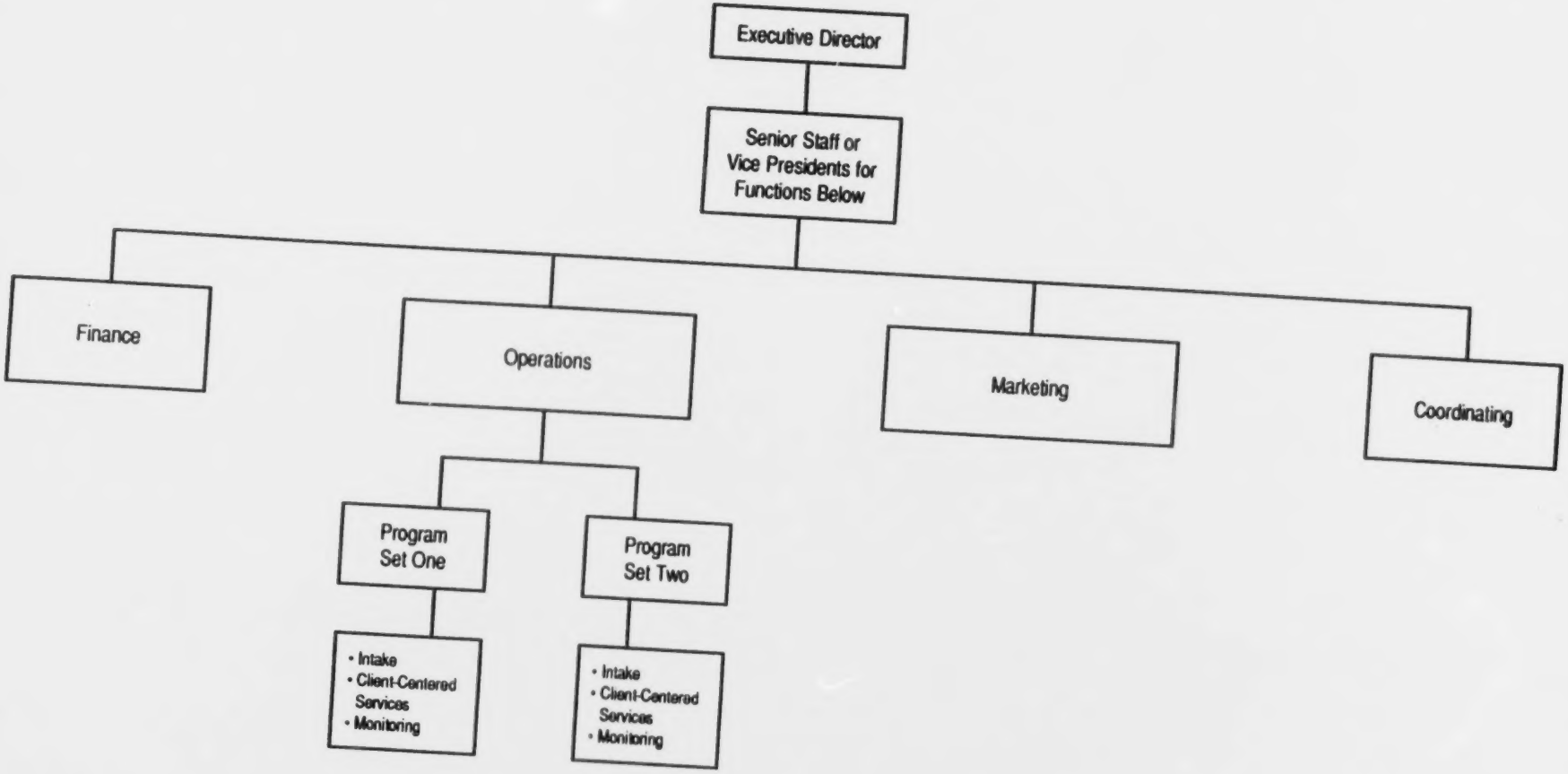


Exhibit 3.2
STAFF ORGANIZATION



NOTE: Executive Director and Senior Staff will report to Board committees and full Board. Individual staff members can be assigned to committees in their corresponding functional or program area.

program participants. In addition to having scheduled meetings with these various resources, the Committee should encourage informal mechanisms for getting input from these parties. For example, in many of the PIC's examined in this study, Planning Committee meetings were open to the public. Like the Monitoring Committee, the Planning Committee reports to the PIC Board.

As previously stated, some PIC's, including Boston and Portland, had committees organized around specific employment programs. Portland had an Adult Committee for its job training programs for adults and a Youth Committee for its summer youth programs. Committees organized around programs must have set procedures for both the monitoring and planning functions. A good policy is to have program committees establish subcommittees for these two functions that communicate with one another and report to the full committee, such as the Planning and Monitoring Committees already described. The full program committee reports to the PIC Board, which should establish a procedure to ensure that the program committees' plans complement each other.

In addition to having an Executive Committee and functional and/or program committees designed to handle the monitoring and planning processes, most of the PIC's had standing committees for coordinating with outside groups, marketing/public relations, and finance/budgeting. A committee system is the best way to ensure accountability in these vital areas.

Staff Interface

Staff Support for PIC Committees

Board members are not expected to possess technical expertise; therefore, it is important for the PIC Board to develop a working relationship with a well-organized and well-qualified staff. The staff operationalizes the Board's policies and is responsible for program and management objectives.

As in any corporation, staff are organized around administrative and line functions. This section will focus on the staff associated with the administrative and line functions related to the operation of programs.

The committees, accountable for clearly delineated functions, rely on staff to follow policy directives and keep the committee membership appraised of vital information. Senior staff are responsible for communication between the committees and lower-level staff. All points in the chain report upward and receive feedback and new directions from the Board. Every PIC committee studied has staff attached to it. Where the PIC's were responsible for planning and oversight but not program operations, all staff members were assigned to an administrative committee.

Most PIC's, however, had only senior staff assigned to the committees. Staff not on committees, as in the PIC's that ran their own programs, were organized around both functional areas, such as coordination or marketing, and

programs. For staff organized around programs, duties could be either functional—e.g., intake or marketing—or client centered (see Exhibit 3-2).

Staff Support for PIC Programs

There are advantages to having both types of staff. Functional staff develop expertise across programs, whereas program staff ensure accountability in a particular program because a specific staff member or group cannot pass the responsibility to another functional unit. The important point to remember about staff organization is that it can be functional, programmatic, or a mixture of the two, so long as it is clearly directed.

A strong executive director who is familiar with employment programs is key to a well-organized staff. The larger staffs among the PIC's studied had vice presidents who were responsible for specific functional areas and who organized staff and reported to the executive directors. Executive directors and, where there were vice presidents and senior staff, usually interacted freely with Board members and attended Board meetings. Except for occasional participation on the part of Board members in PIC operations, this was a primary source of Board-staff interaction.

Staff-Board interaction is very important. Staff who are given the autonomy to operationalize the Board's policy decisions must have constant feedback from the Board if the PIC is to have any control over the direction of programs. Many staffs of exemplary PIC's held formal planning meetings based on Board directives—a clear sign that the PIC Board was in charge.

Staff Autonomy

A system of controlled autonomy was a feature common to all the exemplary PIC's. A staff that is well qualified in employment training should have the freedom to exercise its expertise to the betterment of programs. In each of the PIC's studied, staffs played a major role in developing innovative programs. Thus, many PIC's benefitted from a bottom-up generation of initiatives. Well-qualified staff members who are fully cognizant of the Board's wishes are in a good position to apply their skills to increase the PIC's effectiveness in training, coordination, and public awareness.

Other Roles of Staff

In addition to directing PIC staff in the operation of PIC programs, the Board and the executive director can encourage the staff to become involved in community organizations and activities. Staff interaction with the community can make the PIC more visible, help the PIC establish personal contacts in the community that can be used for future coordination efforts, and enable the staff to learn more about the community that the PIC helps.

Role of Executive Director

In conclusion, a well-run PIC is similar to a well-run corporation. Committees serve as the corporate divisions of the PIC in that they allow Board members to establish responsibilities in areas of importance—monitoring and planning in particular. The Board maintains control of the committees through an Executive Committee, led by the PIC chair, which integrates the work of the

committees. The staff plays an important role in this process because, by operationalizing the Board's policies, the staff allows Board members to act as managers of a directed, yet autonomous, corps of employees.

CHAPTER 5. COORDINATING WITH OTHER AGENCIES

Introduction

JTPA intends for the PIC to coordinate with public and private agencies and organizations within the community to provide employment services to disadvantaged populations. The advantages of coordination include:

- Reduction of bureaucratic barriers to supportive services for JTPA participants,
- Ease in obtaining services for JTPA participants,
- Material and staff support for programs, and
- Endorsements that add credibility and status to PIC programs.

The PIC Board is in itself a key coordination tool in that high ranking representatives from a cross-section of education and social institutions are on the Board. Thus, organizations that are also providing some social, health, education, or employment services are brought together to make the PIC a central coordinating body around employment issues of economically disadvantaged populations. This chapter examines some of the approaches used by exemplary PIC's to bring about better coordination with relevant agencies.

Determining Commonalities

What Do You Have In Common?

Key to a successful coordination effort is determining what the PIC has in common with the agency with which it will coordinate. It is important for them to have either common or complementary objectives that can be advanced through a joint collaboration.

Examples of objectives that the PIC and the coordinating agency may have in common include services to a similar client group, a desire for enhanced prestige in the community, or placement for trained clients in unsubsidized jobs. PIC's that attempt coordination with agencies that have similar objectives generally will have an easier time entering into and maintaining win-win strategies that support strong linkages. Although disputes may arise over the methods used to accomplish the objectives, shared objectives generally tend to negate many other conflicts. It is also true that agencies with common objectives generally are known to one another and are reasonably familiar with each other's method of operation.

For these reasons, linkages among agencies with common objectives come about more naturally and with less need for deliberate strategies.

Agencies with divergent but complementary goals require far greater preparatory research prior to the attempted development of the linkage. For example, a college may be confronted by a dwindling number of college students as a result of the aging "baby boomers" and want to expand its range of services and increase its student population. A PIC has training objectives that are complementary to the college's goals. Therefore, the two have a vested interest in coordinating training activities.

Where agencies' commonalities are limited to common or complementary objectives, an added difficulty arises when organizations of divergent types are unfamiliar with each other's methods of operation, general philosophy, and jargon. If linkages between two such organizations are to be effective, much more time must be devoted to becoming acquainted with the respective organizations' similarities and differences. This exploration is best accomplished by individuals who have some general understanding of both organizations, goals, structure, hierarchy, and terminology.

Opportunities for misunderstanding and poor communication in these cases will be numerous. Agreements, once made, may be understood differently by the parties involved merely because of the different perspectives that each brings to the association. Therefore, careful examination by a knowledgeable intermediary often can establish more than one reason why two organizations will benefit from coordination. The intermediary can also can assist in times of misunderstandings. The more reasons that can be presented and the more positive interactions that are experienced, the stronger the ties will be and the longer they will last. Once a linkage has been established, extensive coordination and communication between the parties are necessary to maintain the strong linkage that will carry the interagency effort to its fruition.

Coordination Mechanisms

Linchpins

Exemplary PIC's frequently used interagency committees that served as linchpins between the PIC and the coordinating agency. Linchpins can also be staff people strategically located in the respective organizations. In addition, PIC Board members and staff who serve on other organizations' boards are, in effect, linchpins. Encouraging staff to become involved as volunteers with relevant agencies will automatically forge strong linkages among the respective organizations. Whether they are formally instituted committees, staff given the functions of coordination, or personal relationships among field staff of respective organizations, interacting linchpins bring about the shared communication that is so vital to good interagency coordination.

Formal Agreements

Formal agreements in the form of financial contracts or nonfinancial memoranda of understanding is another coordination mechanism. Drawing up such agreements requires a number of discussions among the parties and some negotiating skills, but they are excellent tools for building linkages that bring about coordination benefits.

Meetings

Coordination can also arrive as the result of meetings for the purpose of sharing information. Periodic and regular meetings of agencies wishing to coordinate typically reveals commonalities or ways in which resources can be shared. From a better understanding and genuine commitment to work together, coordination is a *fait accompli.*

Newsletters

Finally, newsletters are another coordination mechanism. Newsletters, like meetings, are a way of sharing information that allows agencies to coordinate staff and resources better, build on each other's ideas and activities, and learn from each other.

Nurturing the Linkage

Good linkages among agencies are like good marriages: they flourish best through hard work and realistic expectations of what each partner will contribute. To accomplish the latter, it is recommended that agreements among agencies, even the most amicable agencies, be put in writing. The written agreement can be a memorandum of understanding, a letter of agreement, or a formal contract. Putting agreements in writing can help to reveal points of misunderstanding. When this occurs at the beginning of the relationship, it affords opportunities for easy resolution. When misunderstandings surface during the course of the implementation of a program, they often become the basis for disappointment or mistrust, which can impair coordination.

Once the conditions of the coordination effort are established in writing, they should be monitored regularly. Monitoring provides feedback to both agencies that lets them know how well they are performing in accordance with their agreement. Sharing objective feedback provides opportunities for change and growth as well as a forum for problem resolution. Furthermore, sharing credit for accomplishments effected through the coordination is an excellent way of nurturing linkages. Both public and private recognition reinforces continued coordination.

CHAPTER 6. SELECTING AN EXECUTIVE DIRECTOR

Introduction

Invariably, the PIC's studied had high praise for their executive directors and used terms such as "bright", "good administrator", "knowledgeable", and "effective" to describe them. However, other factors perhaps less consciously perceived also seem to be at play when defining a good PIC executive director.

The executive director is the personal representative of the PIC and its chief executive officers. Consequently, the attributes of a good executive director will relate to personality as well as competence. As the PIC's personal representative, the executive director is an extension of the personality of the PIC, especially to the staff and vendors operating programs. Incongruence in the management styles of the PIC and executive director will not only generate dissension between staff and the Board but also send out confusing messages to vendors, LEO's, and other peripheral key actors.

This chapter examines the factors that guide the choice of an executive director. It looks at two primary issues: the less understood aspects of personality and the areas of competence most essential to a successful PIC.

Matching Personalities

PIC's have personalities that are perpetuated by the Board members. These personalities seldom change over time because Board members generally attract and recruit new members who are compatible with the current Board. It is important to identify PIC Board's personality before setting out to employ a new executive director.

There are three dimensions that seem to define a Board's personality: willingness to take risks, need for control, and level of emotional tension tolerated. Just as a Board that is willing to take risks can be seen as either innovative or fiscally irresponsible, a conservative Board can be viewed as either prudent or stodgy. These dimensions of a Board's personality typically are value laden. Throughout this discussion, however, they are best viewed as value-free, useful constructs for understanding how Boards develop personalities.

Risk Taking

Risk taking is a dimension of Board personality that has major implications for all aspects of JTPA administration. It also reflects style for managing interactions within the Board and among the Board, staff, and other

organizations. The level of risk taking that is comfortable for the Board will therefore dictate many fiscal, programmatic, and staffing decisions.

PIC Boards may fall at different points on the risk-taking continuum depending on whether the issue at hand concerns money, service strategies, or performance standards. The ultimate risk-taking board can be characterized as defiant of authority, operating innovative programs that may not be recognizably JTPA, careless about cost controls, and oblivious to performance standards.

When selecting an executive director, a poor match on the risk-taking dimension will have poor outcomes depending on which is the greater risk taker—the Board or the executive director. A high risk-taking director will not be able to sustain the trust and confidence of a conservative Board; the Board will tend to worry about the director's decisions and will become more controlling as a protective measure. Conversely, a conservative director matched with a high risk-taking board will become extremely manipulative in an effort to control the activities of the Board. In both cases, there will be undue chafing and low trust levels.

Exhibit 3.3

RISK TAKING

EXECUTIVE DIRECTOR	PIC BOARD: High	PIC BOARD: Low
High	Match	Mistrust of Executive Director
Low	Manipulative Executive Director	Match

Control

Need for control is sometimes a manifestation of insecurity and, as mentioned above, a reflection of confidence in staff. It can also represent the

personal management style of dominant Board members. A Board with a need for control will require more information than one that is less controlling. Staff will be held to deadlines; more structure and rules for conducting Board business will be in evidence; and risks will be taken only when negative consequences can be "controlled" or mitigated. Controlling Boards are more serious planners and evaluators and are more likely to have Board members engaged in onsite monitoring.

An executive director at the opposite end of the continuum, i.e., not very controlling, will lead controlling Board members to perceive him or her as incompetent, sloppy, or "not on top of things."

A mismatch on the dimension of control in the other direction seems to have less dire consequences. Controlling executive directors matched to non-controlling Board members typically result in a subtle shift of power to the executive director whereby the Board leaves the analysis of information and planning to the staff and follows staff recommendations closely. Where staff and the executive director are philosophically attuned to the Board and generally competent, the dependence on staff will show no ill effect. This loss of control by the Board, however, leaves it poorly prepared to assume control if factors warrant. In addition, some would argue that the Board has, under these circumstances, abdicated its responsibility as a governing body.

Exhibit 3.4

CONTROL

EXECUTIVE DIRECTOR	PIC BOARD: High	PIC BOARD: Low
High	Match	Ineffective Board
Low	"Sloppy"	Match

Emotional Tension

Emotional tension refers to the degree of emotionalism expressed in interactions. A board with a high degree of emotional tension is confrontive. Debates among members or with staff can be heated, and humor is commonplace in the form of practical jokes, sarcasm, and jibes. Expressed anger is not unusual. A board with little emotional tension, however, will exhibit none of these traits; Board meetings are quiet affairs even in the face of controversy or strife.

An executive director who is uncomfortable with emotional tension will be intimidated by a Board that is emotionally charged. The level of discomfort sometimes can be debilitating. Conversely, an emotionally charged executive director can unintentionally offend or embarrass a low-key Board by expressions of anguish, outrage, or humor. Again, the issue is level of comfort between styles, not that one is better than another.

Exhibit 3.5

EMOTIONAL TENSION

		PIC BOARD	
		High	Low
EXECUTIVE DIRECTOR	High	Match	Board Offended/ Embarrassed
	Low	Executive Director Intimidated	Match

Professional Attributes and Areas of Competence

The professional attributes required depend on the size and complexity of the PIC's organization. A very large PIC will need an executive director who can manage Board affairs and handle public relations. Experts in program design, legislative requirements, and other technical areas are hired to carry out the operational tasks and advise the Board. The smaller the PIC, the more

likely that the executive director must wear a number of hats, including some technical or managerial ones.

The professional attributes needed by an executive director will reflect his or her duties. If a primary responsibility is interfacing with large agencies and major corporations or marketing the PIC and its programs, public relations skills are needed. If programs are managed directly through the executive director, then good organization and leadership skills are needed.

The ideal executive director would have each of the following attributes:

- Extensive knowledge of JTPA legislative and Federal auditing regulations,
- Intelligence,
- Good public speaking skills,
- Knowledge of employment and training programs design,
- The ability to select, train, and direct staff,
- Good organizational and management skills and experience in administration,
- Knowledge of process evaluation and good analytical skills,
- Creativity,
- A high energy level,
- Connections in the employment and training professional network,
- Respect and trust from organized labor,
- Sensitivity to local political, economic, and sociological conditions.

It is rare, perhaps unheard of, to find all these qualities in one person. Which qualities are most important depends on the priority duties of the executive director, and whether there are other staff resources that can augment the executive director's talents.

CHAPTER 7. ESTABLISHING A MISSION STATEMENT

Introduction

Among successful PIC's, the mission statement was the guide that staff followed in developing a program plan. A mission statement expresses the philosophy of the PIC by articulating needs to be addressed, methods to be employed, and goals to be achieved. Its value to Board members and staff is that it gives them a framework for a plan that defines target groups, appropriate service strategies that incorporate non-JTPA resources, a subsequent interagency coordination plan and projected outcomes in terms of probable placement rates, wage levels, etc. The factual data required for this task comes from staff research and current knowledge.

An example of a typical mission statement is:

> Seneca County PIC is committed to bringing full employment to the disadvantaged unemployed through the best application of all available resources.

The goal in this example is full employment, the needs are jobs for the disadvantaged unemployed, and the method is a well-coordinated interagency approach that addresses extensive training and supportive service requirements. Note that this remains a broad statement of philosophical intent.

The plan that evolves from the mission statement above will be remarkably different from the one that is developed for the mission statement that follows:

> The Seneca County PIC shall address the current economic downturn by (1) serving the eligible unemployed who can most quickly return to employment and (2) supporting the economic revitalization of the area.

Staff will respond to this mission statement with a plan that targets the eligible unemployed. Their service strategy would reflect less concern for supportive services and more concern for screening and assessment and short-term training and placement services.

This chapter addresses how to formulate a meaningful mission statement by examining how various problems are expressed and the process of formulating a mission statement.

Expressing Needs

This section reviews some examples of phrases that can be used in developing a missing statement and their implications for JTPA programs. This does not represent an exhaustive list, but it should serve help PIC's begin the process of developing a mission statement.

- "Those with greatest need" or "most disadvantaged" are going to include the homeless, delinquent youth, substance abusers, mentally impaired, or ex-offenders. Use this term only if you really mean someone severely handicapped in the job market. Note that this group does not include Aid to Families with Dependent Children (AFDC) mothers, non-English speaking, youth who are high school dropouts, and the physically handicapped. Although these populations represent a serious challenge, there is an automatic adjustment to JTPA performance standards when serving these groups whereas there is no such accommodation for those "most in need."

  Serving the "most in need" imposes a noble but heavy burden on a program—and particularly on the staff. JTPA resources alone cannot address the supportive service needs generally required by the "most in need." Outside resources will be required.

- "Best able to benefit" refers to those who are highly motivated, despite level of disadvantagement. This group includes people with personal resources in the form of family support, high self-esteem, or some special ability or feature that predisposes them to success in your program. Sometimes it is a matter of demonstrating a high aptitude for skill training being offered.

  Serving this group requires a means of determining whether they are "best able to benefit." This usually involves an intensive screening or recruitment process. The rewards for serving this group include higher success rates, little concern about performance standards, and staff who feel successful. It is important to remember that, just as performance standards don't adjust down in response to the disadvantages associated with the "most in need" group, they don't adjust up for the features represented by the "best able to benefit" group.

- "Greatest economic good" can mean moving as many unemployed eligibles through short-term programs to new jobs as quickly as possible. It can mean linking programs to support economic development efforts. Although economists are debating what constitutes greatest economic good, for PIC's that are confronting economic downturns and high unemployment rates, getting as many unemployed people working and paying taxes as soon as possible or creating jobs makes a lot of sense. Although JTPA makes only occasional mention of economic development, there is no prohibition against serving eligible persons in a way that effects economic expansion.

  Staff guided by a mission statement concerned with the "greatest economic good" will develop marketing strategies for attracting the attention of businesses, focus on training that upgrades the skills of employable eligibles, and incorporate job search strategies in the program design.

- "Best use of local resources" will invariably call for a commitment toward interagency coordination. Competition among agencies, inability to achieve goals within JTPA grant resources, or public criticism for duplication of services usually leads PIC's to include this in their mission statements.

- "Demonstrate innovative service strategies" speaks to the desire to experiment, learn, and thus advance the state of the art of JTPA program design. Without stating it in these terms, many risk-taking PIC's embrace this mission because their innovation is geared to solving a specific problem. It is only after the fact that they realize the value of their experience for others and try to share their "best practice" techniques. Including this in the mission statement encourages staff to be creative at the onset.

- "Remove artificial barriers to employment" generally refers to barriers imposed because of race, sex, age, or unjustified educational or physical requirements. However, the PIC may become aware of artificial barriers related to skill levels, e.g., requiring typing for file clerk positions. The implications for the JTPA program are twofold. First, staff time will be diverted to researching and defining the existence of artificial barriers. Second, employees will not appreciate having this brought to their attention. Success in this area, however, makes a great many jobs accessible to the populations typically served by JTPA.

Developing a Mission Statement

There are various processes by which a mission statement can be formulated. The most simple is for Board members to assemble in a room where they leisurely discuss their viewpoints until agreement is reached. All that is needed for this approach are:

What is Needed

- Well-informed Board members (remember that PIC boards represent a cross-section of relevant organizations and economic viewpoints).
- Staff technicians standing by to provide any needed information on JTPA requirements, past program experience, etc.
- A large chalkboard to write on.
- A recorder with legible handwriting.

Questions to be addressed in formulating a mission statement are:

What to Ask

- What is the intent of the enabling legislation?
- What do we know about our community and its needs?
- What is our service delivery capability?
- What are the limits imposed by JTPA regulations?
- What other community resources are available?

This simple approach can be embellished by the use of a skilled facilitator or brainstorming exercise. Brainstorming is a way of generating fresh perspectives by creating an occasion for submitting unassessed ideas. After a brief introduction, participants are given a short time to list ideas for inclusion in the mission statement. All ideas are rendered without any assessment of them. Some will be silly, but these too will generate more thought on the topic. From among the lengthy list of ideas, the thoughts that best express a consensus of the group are taken. These thoughts become the basis of the mission statement.

It may be desirable to set up a retreat in which mission statements are formulated, staff respond with an analysis of implications, and this feedback is used for further refinements. In this scenario, formulating the mission statement is the initiation of a formal planning process that concludes with an operational plan endorsed by the Board.

Spending time to develop a meaningful mission statement can be justified by the infrequency with which it must occur and the value it has in directing staff. Mission statements should be reviewed before each biannual plan but may be reconsidered in response to changes in the community. This assures that the PIC Board is guiding the development of programs proactively rather than reactively.

CHAPTER 8. SUBJUGATING CONFLICTS OF INTEREST

Introduction

A recurring theme among the successful PIC's queried was the management of conflicts within the Board of directors. Poorly managed conflicts disrupt the conduct of PIC business; create dissension that can spread to staff, elected officials, and other agencies; and generally demoralize the Board with a concomitant loss of cohesiveness and energy. A Board that cannot subjugate conflict will experience a higher turnover of members and greater difficulty recruiting high-ranking new members than one that keeps conflicts within acceptable limits.

In the case of the PIC's, JTPA institutionalized conflict of interest by requiring Board membership to include parties who can very well have conflicting interests. It is not unusual for community agencies, community-based organizations (CBO's), education, and even organized labor to be also service vendors who hold contracts with the PIC. In addition, many PIC's set up a committee structure whereby major programs e.g., youth programs, are the direct responsibility of a corresponding committee, e.g., Youth Program Committee. These committees, like vendors, must compete for a share of the program resources. These situations can result in a potential source of conflict around financial gain. In addition, conflict can arise as a matter of philosophical differences, disagreements or parochial concerns.

This chapter focuses on the avoidance and solution of conflicting interests among Board members.

Anticipating and Avoiding Conflicts of Interest

Conflicts of interest are easier to avoid than to resolve and are extremely difficult to recover from once experienced and poorly managed. Therefore, the PIC's studied strongly urged that facts be faced and conflicts of interest be anticipated. This leads to a consensus on how it can be avoided, and, when unavoidable, how it is best neutralized so that conflicts are subjugated in the best interest of the PIC.

The key to protecting the Board from conflict damage is to create and maintain an atmosphere that encourages open discussion of this and other painful topics. Keep conflicting interests on the table. Otherwise, it will breed

conspiratorial alliances that will be divisive and harmful. Pretending that conflicts don't exist because they are awkward to talk about flies in the face of reality and will leave the Board boxed in a corner when they inevitably occur.

Achieving this atmosphere of openness is a matter of putting conflict of interests on the agenda so that it can be debated and a strategy developed for avoiding it and neutralizing it when it is not avoidable. Having a conflict of interest policy has several advantages. First, it creates the means by which specific conflicts can be reviewed and resolved openly. Second, it creates an unwritten but pervasive rule. That rule is that conflict of interests and battles over turf will not be tolerated. Such behavior is unacceptable. Imposing this standard of conduct was cited by successful PIC's as critical to the avoidance of conflict and maintaining cohesiveness when conflict was self evident. Board members caught in a conflict of interests always use the occasion to self-report potential conflict of interests and to work cooperatively to resolve the conflicts.

Neutralizing Conflict of Interests

Mentioned earlier were "unavoidable" conflicts. These are the conflicts programmed by the JTPA legislation or the way in which a PIC organizes its committees. Rules should be set and agreed to in advance that neutralize the conflicting interests. Rules common to the PIC's studied generally used two approaches.

The first method was for Board members recognizing either a personal or professional conflict of interests to announce the nature of the conflict and not vote on any matter associated with the conflict. This does not preclude spirited debate in which Board members argued for benefits to their organizations. Open discussion is encouraged.

The second option was for the Executive Committee, minus any member caught in a conflict of interest, to listen to all sides of the conflict and then rule on a resolution. This approach was more appropriate to resolving conflicting interests among program committees in competition for available resources. Each committee's proposal was considered by the executive committee who then instructed the planning committee or comparable element on how to balance conflicting interests.

A third approach was to set up an external committee—a group of non-Board members—to monitor board proceedings, decisions, and proposals to assess potential conflicts.

The Executive Committee is also the arbitrator for determining when and if a conflict of interest exists. For instance, is it a conflict of interest for businesses represented on the PIC Board to provide on-the-job training

opportunities where training costs are subsidized by JTPA funds? Altogether a desirable benefit to the program, it becomes a conflict of interest when it becomes a significant benefit to the business. The Executive Committee could revise the on-the-job training (OJT) contracts if they, like vendor contracts, became a potential conflict of interest. In this example, a representative of a major corporation with five OJT slots would not be found to have interests conflicts when voting the continuation of OJT components. However, a representative of a small business which used JTPA OJT exclusively for training new employees would probably be found to have a conflict of interest. Deciding where on the continuum between the two extremes, a substantive conflict of interest existed was the job of the executive committee.

Finally, good conflict management among Board members is largely the result of a strong commitment to the Board and serving its best interests despite parochial or financial concerns. Screening Board member candidates for the will and ability to support the PIC may be the best approach to managing conflict of interests.

CHAPTER 9. MAINTAINING BOARD MEMBERS' INTEREST

Introduction

Once people with talent and leadership are recruited for the PIC Board, the concern is how to sustain their interest and hard work. Low turnover and the ensuing stability of PIC Boards is a major factor in their success. There is a learning curve that, once passed, allows board members to become more creative, reason more soundly and be a more effective problem solver.

This section of the guide offers some tips or do's and don't's that will help maintain Board member interest.

Do's

Make a Difference

Do have autonomy. The PIC needs to have independence and real power to enact its programs and ideas. High-level corporate involvement will not be maintained unless the PIC members feel they can make a difference. "Rubber stamp" Boards will not retain good people.

Do have an agenda. The PIC should have a specific focus or problem it tries to address. The PIC must be involved in something important. In Boston this focus has been public education.

Do have measurable goals. PIC members will remain involved to the extent they feel they are making progress toward the PIC's agenda. The PIC chair should set observable goals that can be used as milestones to track PIC progress.

Do have momentum. As the PIC is successful and manages to attract community leaders, the PIC will develop prestige and a reputation as a worthwhile organization. This reputation will then attract and help maintain top people. A cycle of success develops.

Recognize Board Members' Contributions

Do provide recognition and appreciation of Board members' contributions. The more public the recognition, the better. Special events such as banquets, picnics, press releases, and arranged radio or television public interest programs provide public recognition for individual board members as well as publicity for the PIC as a whole. Most exemplary PIC's held annual awards dinners. Rotate opportunities to attend State and national meetings.

Good Staff Work

Do maintain quality staff support. Well-written position papers and meetings of minutes, agendas that are distributed prior to meetings, and good professional technical support allow Board members to get their work done with minimal frustration and time wasted. Most Board members will resent being used as staff people or being asked to perform laborious administrative tasks. Paid staff should perform these jobs.

Board Members are Busy People

Do respect Board members' time constraints. High-ranking members of businesses and relevant agencies are generally limited to the time they can give the PIC. Keep Board meetings and other activities well organized and scheduled to be convenient to Board members. This may result in more staff preparation time and early morning and evening hours, but it will demonstrate respect for Board members' time.

Do give Board members opportunities to express concerns and personal goals for the program. Try to incorporate these into planning new programs.

Do give Board members meaningful responsibilities. The more real responsibility felt by the Board members, the more vested they will become in the PIC's goals. For example, Boston assigns a Board member to oversee each training program. Passivity predicates loss of interest.

Do give Board members feedback on their suggestions and advice. This helps them to evaluate their contributions and also to learn from their experience.

Don't's

Don't permit staff to argue with Board members. Regardless of the correctness of either's position, no one wins an argument with a Board member. The staff are to advise and inform. Board members make decisions.

Respect Board Members' Advice

Don't ignore advice of Board members. If Board members believe that they are powerless to influence decisions or are being "tuned out," they will have little reason to continue Board membership. Even when advice is not being followed, it should be recognized as a valuable contribution to the decisionmaking process.

Don't limit Board members to the mundane policymaking tasks. They can have good ideas that reflect creativity and insight. Invite them to express their ideas rather than assume that only staff are capable of designing new programs. Staff should be encouraged to use the expertise and skills represented by Board members.

Don't allow Board members to ignore their responsibilities. Poor attendance and follow-through on assignment should be discussed between the chairperson and the current Board member. Board members without the time or interest to participate fully should exit gracefully and be replaced.

CHAPTER 10. INCORPORATING A PIC

Introduction

Section 103(a) of the JTPA calls for the establishment of PIC's "to provide policy guidance for, and exercise oversight with respect to, activities under the job training plan for its service delivery area in partnership with the ... government." As part of this partnership, the PIC can assume different roles at varying levels of responsibility. At a minimum, the PIC must act as an advisory council to the local program, accepting no fiscal liability for the operation of job training activities. At the other end of the scale, the PIC may designate itself as the JTPA grant recipient and may administer and operate JTPA programs itself. Additionally, as in the case of the Boston and Portland PIC's, a PIC can administer and operate non-JTPA programs in conjunction with JTPA-funded projects.

Significantly, almost all of the PIC's studied did more than provide policy guidance and oversight. Many administered and operated their own programs and were JTPA grant recipients. The few Boards that confined themselves to planning and monitoring nevertheless had significant responsibilities. They controlled, at a minimum, the entire policymaking process. In short, the PIC's had enough responsibility to make incorporation an attractive option.

Eight PIC's selected as models for this study were incorporated as private, not-for-profit organizations under Section 501(c)(3) of the Internal Revenue Code. This chapter examines why incorporation should be strongly considered by any PIC that wants to have major responsibility, particularly fiscal accountability, in its partnership with local elected officials (LEO's). Briefly, incorporation can help the PIC establish its independence from local government politics and bureaucracy, attract the support of the business community, solicit donations that would be otherwise unavailable to a government entity, and protect individual PIC members from personal liability for the PIC's actions. This chapter also offers advice on how to incorporate a PIC.

Reasons for Incorporation

Moving JTPA Outside the Political Arena

Independence from politics. Seven of the eight incorporated PIC's felt that the Board's desire for independence from local government processes was the major motivation for incorporating. If the PIC is part of a municipal government, political pressures can hamper the PIC's operations in two ways.

First, the PIC's programs can be held hostage to the demands of outside political forces—forces that are not necessarily positive toward or knowledgeable about job training programs—are met. This pressure not only affects the operation of some programs, but can threaten their very existence as well. Second, if the PIC belongs to the municipal government, the PIC is often a small component of a large and often cumbersome bureaucracy. Since the PIC would usually be only a small part of the government, its operation would probably be of correspondingly low priority. The PIC, therefore, would not be able to take advantage of the significant resources inherent in a large bureaucracy. The efficiency of the PIC's programs, however, could be reduced by that same bureaucracy. By maintaining a separation from local politics, PIC's can act more freely and quickly because they are an independent entity able to establish their own corporate and financial structure without political and bureaucratic interference. Thus, they can become JTPA subgrantees, maintain their own staff, and be administrators of JTPA and non-JTPA programs. It was felt that fiscal and program oversight was improved by incorporation because the PIC's were able to establish their own corporate structures to handle these functions. Local governments were also more willing to examine a PIC program critically when it was a distinct, identifiable outside program rather than a part of their own bureaucracy.

Even for a PIC such as Greater Raritan, which operates only a few programs but otherwise limits itself to policymaking and program oversight, incorporation allowed the Board to engage in those functions with an objectivity that would have been impossible had it remained a part of the existing governmental structure and had to respond to political pressures. Significantly, the Contra Costa County PIC, which is not incorporated, received a written agreement from the county. The agreement provided that although the county had fiscal authority, it could not make its own decisions regarding employment policy or training, nor could it disapprove PIC actions except for fiscal reasons. Still, this agreement—although effective—had less power than incorporation because it was always subject to changing political winds.

Gaining Trust of Business

Support of the business community. The business community is often distrustful of government programs. All things being equal, business leaders are far more likely to ally themselves with an entity that maintains an independence from government. Furthermore, the corporate structure that is necessitated by incorporation is familiar to the business community. Business leaders do not wish to wade through bureaucratic departments in order to see their policies enacted; they want to set policy under the expectation that a corporate structure is in place to implement decisions in a timely manner.

Handling Non-JTPA Funds

Receipt and distribution of donations. Access to non-JTPA financing is a great incentive for incorporating. By having a formal, legally independent structure, the PIC is eligible to receive foundation grants and contributions

from organizations for which it would not be eligible had it remained a governmental entity. Additionally, as in the case of everyday not-for-profit organizations, contributions to PIC's incorporated as not-for-profits under Section 501(c)(3) of the Internal Revenue Code are tax-deductible. Both features of not-for-profit incorporation—eligibility for grants and contributions and tax-deductible status—become very important when a PIC operates non-JTPA programs and is dependent on a significant amount of private funding. For most PIC's, grants and donations are a major untapped resource for program development. Therefore, incorporation can increase a PIC's ability to fund programs through non-Federal sources.

Liability

Limited liability of PIC members. In private industry, every corporation has a Board of Directors. PIC's, as in the eight incorporated examples, usually designate the entire Council as the corporate Board. Any corporation may be sued, incur debt, establish credit, etc., but Board members are generally shielded from personal liability for the debts and liabilities of the corporation. PIC's may purchase directors insurance to protect themselves from lawsuits.

Disadvantages of Incorporating

A few PIC's did, however, mention that a potential problem with incorporation was that the PIC did not have funds to pay back any expenditure disallowed by governmental audit. These PIC's mentioned that the agreement between the PIC and the LEO's, which is explored later, should have a provision to handle this exigency. Errors and omissions insurance must be purchased out of non-JTPA funds to cover the PIC, but it is costly and difficult to obtain. Some PIC's maintain a reserve fund of non-JTPA monies to pay back disallowed costs.

Another potential disadvantage of incorporation is the cost associated with incorporating. Legal fees can be high, especially if nonprofit status is applied for with the Internal Revenue Service. Many PIC's, however, had lawyers on their Board who provided *pro bono* legal services, thus negating the problem.

How to Incorporate a PIC

Since a partnership agreement between the PIC and the LEO's is required by the JTPA, it is important to consult with the LEO's prior to incorporating. Greater independence, if viewed as a threat by the LEO's, can hinder a cooperative relationship. Most of the PIC's in the study sought and received cooperation from the LEO's during the incorporation. In fact, the city of Philadelphia had a management study that recommended operating the PIC as a separate entity.

The agreement between the PIC and LEO's should clearly delineate responsibilities so that jurisdictional disputes can be avoided. A newly formed corporate PIC structure will not be effective unless it is planned with full knowledge of where the PIC's responsibilities lie and how the PIC and LEO's will work together.

General Incorporation Requirements

State laws prescribe the conditions and manner in which a corporation may be formed. While all States have laws covering for-profit organizations, only some States have enacted statutes governing nonprofit corporations specifically. In the absence of nonprofit corporation statutes, the general for-profit laws will govern corporate formation and operation.

The general requirements of PIC incorporation are:

- JTPA requirements (includes a PIC/LEO agreement and a 2-year plan that includes a budget and a description of the PIC's role in the SDA).
- Corporate organization (i.e., name, purpose statement, etc.).
- Fiscal accounting (i.e., budget, bank accounts, and accounting system for grants).
- Determination of tax status.

Most PIC's receive advice on these matters from the PIC's lawyer or a State or independent consultant. Preliminary advice is available in John Chamberlain's "Incorporation Checklist", an unpublished paper by the National Association of Private Industry Councils (NAPIC).

CHAPTER 11. SELECTING VENDORS

Introduction

Selecting vendors who can serve as program service providers or technical support to the PIC is an ongoing concern. Even the most effective PIC Board can be stymied by the awesome task of screening subgrantees or contractors upon whose abilities the success of the program depends. In many instances, members of the Board are unfamiliar with either the terminology or the process reflected by program services strategies.

Whether vendors are solicited through competitive process or selected on the basis of prior demonstrated capabilities, the PIC Board must review information that allows them to make sound judgments about the contractors who will act as extensions of the PIC.

This chapter organizes suggested points of information that will be needed to make an informed decision organized in the form of questions that could guide an interview with a prospective vendor. The same information can also be secured through other means. At a minimum, however, it is important to find out:

- The exact range of services vendors are capable of delivering.
- Basic organizational and administrative features.
- Startup times, semester schedules, etc.
- General information on client support and client flow.
- Success in job placement and other relevant results.
- Program costs.
- References.

The Alliance—a corporation representing a joint labor/management entity comprised of AT&T, Communication Workers of America (CWA), and the International Brotherhood of Electrical Workers (IBEW)—has consented to the use of materials developed by the authors for local Alliance Boards. What follows is an interview guide organized around topics that are generally

relevant to the selection of a vendor and "editorial comments" that help interpret the responses provided by vendor representatives. In the conclusion of the Appendix is a glossary that contains terms and acronyms common to JTPA.

Screening Non-Training Vendors

Career Counseling and Assessment

Questions: Do you provide one-on-one counseling sessions with clients? How often and at which points in the process does this counseling take place?

Comments: Clearly, the one-on-one support of a counselor can be quite valuable in dealing with the stress of a training situation or new job. However, it is also important to determine whether the vendor is aware of sensitivities accompanying the term "counseling" and how the vendor presents those services to ensure that the client does not feel, "There is something wrong with me. Why else would I need counseling?" Familiarity with and sensitivity to this point will be an indication of the vendor's familiarity with the population being served.

Questions: Which assessment process do you use to identify the client's interests, aptitudes, educational level, and potential barriers to employment?

Comments: There are numerous approaches that a vendor can take to assess clients' needs, interests, and capabilities. It is difficult to critique them in a vacuum. It is therefore important to engage the vendor in a conversation in which he/she thoroughly discusses the approach they take, the reasons why they think it is appropriate, and the reactions of clients to the approach. It is also important to determine if the vendor is aware that some people may react negatively to testing or a testing environment and if so, how they deal with the issue.

Questions: Are the results of the assessment process and career counseling sessions included in a formal employability development plan?

Comments: More detail is better than less in an employability development plan. Even if the plan is changed or not fully followed, the *process* of thinking through and documenting a strategy tailored to each client is a good sign of a solid program. Having the client play an active role in the development of this individualized plan is also a positive indicator.

Job Search Instruction

Questions: What kind of job search curriculum do you use in your classes? Is it a commercial product or was it developed by your staff? Has it been modified to meet the needs and circumstances of different population groups?

Job Development and Placement Assistance

Comments: Tailoring a job search curriculum to a particular clientele is typically a positive sign that the vendor is interested in achieving results rather than simply delivering a product. Often the most cost-efficient approach will be to take a "canned" product and try to apply it to all audiences. Since no modifications or new thinking are required it is typically a cheap and easy approach. If, however, your target group does not fit this approach it could be a waste of time and resources. The screener should be certain to look for evidence that the vendor is willing and able to tailor products to the needs of the JTPA enrollees. This, of course, underscores the importance of understanding, in advance if possible, who they are and what they need.

Questions: What does the job search instruction curriculum consist of: resume development? interviewing skills? completing job applications? letter writing? telemarketing? stress management? understanding the local labor market? What kinds of equipment/materials are employed in delivering the instructions?

Comments: A vendor capable of designing and adding various curriculum "modules" is capable of providing more flexible and responsive program services than a vendor that has a more rigid packaged curriculum. A program that can be creatively designed through basic "building blocks" such as the components noted in the above question is often a good sign that the vendor can respond to the needs of various client groups. All the components above are important in a job search workshop but may be stressed with greater or lesser emphasis depending upon the population.

It should be noted that an understanding of the local labor market is a critical yet often overlooked component. To be successful job seekers, the candidates must have a basic understanding of the labor market in which they "selling" their skills. The vendor's emphasis on this issue is an important indicator of overall quality.

Questions: Does your job search program include mandatory followup or supervised job club sessions for clients after the classroom instruction is completed?

Comments: This approach is viewed as a critical component of any job search program. A formal job club or supervised group job search session serves to maintain group momentum and support in a real world job search. This is important for many job seekers in making a successful transition from the classroom to the actual job search process.

Staff Organization and Client Flow

Questions: How many staff are responsible for working directly with clients? What is the typical client flow? Is the program organized using a case management approach?

Comments: One of the most critical characteristics of vendors is their commitment to providing adequate support to participants going through the program. To be avoided are programs that appear highly fragmented where the risk of clients "falling through the cracks" is high. "Case management" is a highly desirable organizational solution of this problem. Case management is where individual vendor staff members are assigned responsibility for a group of participants (a "caseload") and thus provide continual support from beginning to end. This is a particularly important feature in large programs with multiple components.

Questions: Does your organization have job developers who assist clients in obtaining employment? How is this effort organized?

Comments: To provide successful job leads and opportunities the vendor must be highly organized about its job development and placement support. In screening vendors it is important to probe for clues about this organization. For example, do they pursue job placements along industrial, geographical, size, or occupational lines? In addition it is important to determine if they rely on any empirical labor market data to focus their job placement support. To be avoided are those vendors who take a scattergun approach to job development (e.g., "we call every company in the Yellow Pages").

Brokering Other Services

Questions: Does your organization have the ability to obtain needed services (other than those supplied by your agency) for clients? How do you obtain those services? subcontract? referrals to other agencies? issue vouchers for services? What kinds of services do you usually obtain for clients through this brokering process? What are the names of the agencies which provide these services?

Comments: The most important clue to look for in this regard is a sense that the vendor is actively involved in the network of program services that may be needed to supplement their own

activities. Of particular importance is an attitude that the brokering process, if necessary, is strictly a way of insuring that JTPA program participants get the program services they need. To be avoided are the vendors who are preoccupied with the "red tape" or extra work that a collaborative approach might entail.

Questions: Will job search instruction, counseling services, assessment activities, and job placement assistance be provided at the same location? If not, where will they be provided? If requested, can you provide services at different sites?

Comments: These are important and largely self-explanatory questions. As has been mentioned earlier, one of the key issues in pre-screening vendors is to determine their flexibility and willingness to tailor their program resources to meet the specific needs and demands of your participants.

Location and Quality of Facilities

Questions: Does your facility have adequate classroom space to comfortably accommodate job search classes of 20 clients? Does your facility have a resource room where clients can make phone calls, review job postings, xerox copies of resumes, etc.?

Comments: Information on the quality of the facilities is not something that can be verified in a telephone interview. It is recommended that facilities be visited by staff prior to contracting to ensure that they are adequate.

Experience As a Service Provider

Questions: How long has your organization operated job search programs? How experienced is your current staff in operating these programs? Have you ever operated a corporate sponsored program for laid-off workers? Can you give me names and contact information for three organizations that can serve as references for the quality of the services provided by your organization?

Comments: Again these are rather self-explanatory questions. All else equal, it is probably safer to contract with a vendor with a long and diverse history of service delivery. In general it increases the likelihood that they have worked under circumstances similar to those facing the PIC. Be sure to insist on names of *multiple references* which reflect *recent experience*. Even if you never call all the references it will provide an indication of the vendor's background and diversity of experience.

Program Success

Questions: What percentage of clients that you have served have found employment? What percentage of them placed in jobs were

still employed at the end of six months? What wages do placements receive?

Comments: As we all know, it is often easy to either manipulate or misrepresent statistics. As a result it is important to ask these questions as specifically as possible. For instance, when asking about placements it will be important to ask how the vendor defines placements and how data are gathered and statistics compiled for reporting. This will indicate that the PIC is (1) aware of the "looseness" that often accompanies reported performance statistics, and (2) is interested in a more in-depth story than just the summary figures.

Timing

Questions: Following notification that you have been selected to operate a program, how quickly can you get the program operational? What is the maximum lead time required before actual services can begin? Are there "semester" schedules or other time constraints that must be considered?

Comments: The ability to respond quickly to the programmatic needs of the PIC will often be critical. As a result this may be a key distinguishing characteristic among vendors. The screener will have to use good judgment, however, in determining which vendors are making hollow promises and which are not. One approach to investigating further is to ask the vendor to summarize quickly all the planning, design and front-end issues that need to be addressed prior to start-up and how long they generally take. This will provide some sense of how realistic the time estimates are because the interviewer is forcing the vendor to link time estimates and specific activities.

Cost

Questions: What is the cost per client for all of the services included in your job search program based on a class of 20 participants? Would the cost decrease substantially if the number of clients were doubled? Increased to 100? Increased to 200?

Comments: Similar to general performance measures, it is important to gather cost information precisely and consistently so that valid comparisons across vendors can be made. Be sure that you use the same numbers in any hypothetical example you want the vendor to respond to. Also be clear on the exact range of services a particular cost estimate includes.

Screening Classroom Training Vendors

Many of the issues addressed in interviews with job search/outplacement vendors are also applicable to classroom training vendors. Classroom training vendors should also be queried about career counseling and assessment, job placement assistance, brokering other supportive services (child care, transportation, etc.), the location and quality of the classroom and lab facilities, the experience of the institution in providing the training to non-traditional students (those not enrolled in courses leading to a degree), the institution's ability to set up the courses quickly, and the cost of providing the training services. You can use very similar questions with classroom training vendors in eliciting information on the above topics.

In addition, special consideration should be given the classroom training vendor's ability to provide the following services:

- Customized training programs.
- Arranging class schedules which correspond to the availability of participants.
- Onsite delivery of training services.
- Use of competency-based training approaches.
- Number of contact hours.**

Comments: These questions are self-explanatory and quite similar to those asked in the previous section. They are repeated simply to emphasize the importance of the vendor creativity and flexibility. Program services will vary enormously across locations and vendor screeners will need to be able to identify those program agents that can most readily design a program to PIC specifications.

Conducting A Vendor Assessment Under Extreme Time Constraints

The questions reviewed in the previous sections are clearly not an exhaustive list. The experienced interviewer will always be prompted to ask the followup questions of a vendor to probe for a more complete response.

**Percentage of hours dedicated to job skill development as opposed to general education or courses dedicated to personal development.

The ability to identify gaps in a vendor's responses is a skill that is developed through hands-on experience in working with different types of programs.

Quick and Dirty But Meaningful

Equally important, however, is the ability to conduct an assessment under extreme time constraints. Under these circumstances the objective is to do something "quick and dirty" *yet still meaningful.* Clearly the trick in these circumstances is to prioritize your efforts and questions to maximize the amount of meaningful information generated in the shortest period of time possible.

In the spirit of brevity, here is a set of steps that can be applied under such circumstances:

1. Review program scenario. The more specific ideas you have in mind about how the program should look, the more precise you can be in your review of potential vendors. Even if needs assessment data has not yet been analyzed, use your best impressions about who will require services and which way the program may be headed.

2. Identify only those questions that are relevant to the program scenario that you have mentally generated.

3. Prioritize questions to cover the critical areas of program design, operation and results. At a minimum the following topics should be covered in as much detail as time allows:

   Flexibility. Does the vendor use an "off-the-shelf" product or does it design or customize programs to meet the needs of a particular client group or setting?

   Participant support. Is adequate attention and support provided for each individual program participant? Interviewers should look for emphasis on case management, personal attention, and access to support services if needed.

   Program performance. Is the vendor successful in promoting program goals such as placement, educational attainment, job-specific competencies, etc.? Interviewers should gather performance data and relevant definitions to allow a thorough understanding of the

information. Performance data must include program costs.

References. Can the vendor provide a variety of references including at least one that is current or recent? Ask for more than will be called since they provide evidence of the vendor's general range of experience.

4. Emphasize discussions with references. In spite of the importance of talking with the vendor directly, under time constraints you may benefit from shifting the balance to discussions with references. Although you may not end up with as much detail on operations and program management, you will be able to quickly assess how pleased the reference was with the vendor's performance. Apply more weight to the judgment of those preferences whose circumstances are most like those the PIC is facing.

5. Don't discount first impressions. When time is limited you don't have the luxury to weigh all the factors that you ordinarily might. Under those circumstances you must put more weight on "gut reactions" and initial impressions. The more program experience you have, the more valid your first impressions will become. Be confident and remember that you are not making a final decision. You are only identifying a *final group* of vendors who will then be asked to submit a formal bid.

APPENDIX: SAMPLE BOARD TRAINING MATERIALS*

JTPA Federal Legislative Concepts

The Job Training Partnership Act (JTPA) of 1982 represents a bipartisan commitment to bring the economically disadvantaged into the economic mainstream. There is a consensus that the Federal Government has a role in helping the economically disadvantaged, but, to be successful, JTPA must be administered at the local level. A key aspect of this local control is the Private Industry Council (PIC).

The JTPA program is based on four principles:

1. It is a training program. The basic purpose is to provide training, the purpose of which is to allow economically disadvantaged individuals to move into the existing economy. The program is not a social service or income maintenance program. It is not a program to provide subsidized jobs.

2. The private sector, particularly the business community, is to have a major role. Although this was not controversial in concept, Washington had no clear concept of how to accomplish this. The decision was to mandate a PIC with a minimum required format and leave the exact details of its role and responsibility to be determined at the local level. The Federal Legislation empowers the PIC, within limits, and in agreement with the public sector, to decide how the JTPA job training program will be operated. This acceptance of diversity between areas was in recognition of differing local situations. The legislation attempts to allow the necessary flexibility for the program to get to the root of local problems and overcome barriers preventing the economically disadvantaged from positively participating in the local economy.

3. The State is to have a major role in program administration. Therefore, much authority from the Federal Government was transferred to the State. This was clearly a political compromise between viewpoints supporting a federally controlled program and a decentralized block grant program. Since this was a political compromise, the legislation is only as specific as the two viewpoints overlapped. The actual relationship between State and Federal level is unclear

*These materials were provided by the Contra Costa County PIC and are good examples of the type of information that should be provided to new Board members. We thank Arthur C. Miner, executive director of the PIC, for providing these materials.

and can be expected to evolve in a dynamic manner. That dynamic state clearly impacts on PIC activity.

4. The program was to be based on performance, not process. The Federal Government was not going to tell us what to do; it was going to measure results. Therefore, performance standards would be a key element of program operations.

Unfortunately, practice and theory are not always concentric. Although JTPA is a job training program, performance is based on job placement. This means that jobs must be developed outside the program. Many of the economically disadvantaged are unable to participate in the economy for reasons other than lack of appropriate training. The JTPA program restricts funds for supportive services; collateral resources must be coordinated for the achievement of program objectives.

The JTPA dollars are Federal dollars; they do not come free. Congress and the Administration are politically accountable for the dollars and subject to political pressure. The Federal bureaucracy has a vested interest in maintaining some Federal control and in protecting the Federal tax dollar. The State has a major delegation of authority which is coupled with fiscal liability. Hence, to protect its fiscal liability, it may well want to limit local prerogative. Also the Governor and State Legislature are politically accountable and subject to political pressures. The State can be expected to restrict local freedom for a variety of reasons.

Until recently, Washington was basically satisfied with the program resulting from the existing legislation. Since the existing legislation represents a compromise between different partisan and philosophical viewpoints, there was a natural unwillingness for a major reopening of the legislation due to a concern that the opposing side would somehow gain an advantage and be able to amend the legislation to the advantage of their viewpoint and supporters. Amendments to the existing program had been minor.

However, Congress is now considering some major legislative amendments. The initial concern was to target the program more selectively to the hard to serve. Department of Labor staff utilized this concern to have a major package of amendments drafted and introduced. These amendments in total would restrict local control and enhance the power of the Department of Labor. That package has provided considerable resistance; the JTPA amendments are now embroiled in some controversy. At best it is an even chance for amendments effective July 1, 1990 and then only if there is significant compromise. What does appear certain is that eventually there will be a greater level of nationally specified program objectives.

Overview: Federal Training/Employment Programs

Prior to the Depression, there were no active national employment programs. This was not necessarily because of a lack of concern for the unemployed; conventional economic theory strongly supported the view that unemployment was self-correcting; inaction on the part of government, allowing the employment market to respond to the "hidden hand", was perceived as the best way to ensure full employment.

The Depression caused a re-evaluation of much of the established economic theory since the established/accepted theories could not adequately explain the situation, nor could they provide the basis for a politically acceptable strategy in response to the Depression. The government programs initiated in the 1930's as a result of the Depression can be thought of as either income support or job creation programs.

World War II shifted governmental attention and also brought about a labor shortage. After the war, the meeting of consumer demand, the GI Bill, the rebuilding of Europe, and the Korean Conflict all tended to mitigate Federal interest in job programs.

In the 1960's, Federal attention was again focused on unemployment. A theoretical distinction came to be made between the structurally unemployed and the cyclically unemployed. Job creation programs (such as public works projects) were aimed at the cyclically unemployed. The structurally unemployed were seen to require work experience and training in addition to participation in social support and/or income transfer programs. War was declared on poverty. The funding mechanism tended to be directly from the Federal Government to local nongovernmental agencies.

The War on Poverty has been characterized as a large, diverse, and uncoordinated set of programs aimed at serving the many needs of the chronically unemployed. The different categorical programs had different approaches: vocational or skill training, work experience, and on the job training. In the early 1970's, a new element was added: public service employment.

Passage of the Comprehensive Employment and Training Act (CETA) in 1973 was an attempt to reorder the patchwork of Federal employment and training programs. Also, CETA transferred administrative responsibility from the Federal level to local and State governments.

During its life, the CETA program underwent frequent modifications, large appropriation increases, and significant program redirection with funding emphasis rapidly changing from training for private-sector employment to sustaining public service employment positions. The program also lost significant bipartisan political support.

In the early 1980's the public service employment portion of CETA was eliminated, and the CETA program was phased out. Congress subsequently enacted public

works type employment programs, including the Transportation Assistance Act in 1982 and the Emergency Supplemental Appropriation Act in 1983.

Congress, in 1982, also passed the Job Training Partnership Act (JTPA). This new law excluded public service job activity and shifted principal management authority from local governments to a

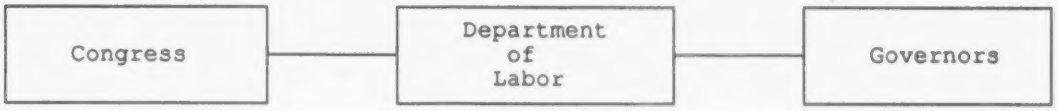
shared power arrangement between governors, local elected officials, and private-sector representatives. This last group is the Private Industry Council (PIC), which the Federal legislation empowers in an attempt to ensure that the private sector is an active participant.

Congress recently rewrote the Title III dislocated worker portion of JTPA. Congress also is increasing the funding level of the program. The real significance of these changes is that the program was kept in JTPA rather than having a new service delivery system established. So clearly Washington is generally pleased with the current private/public approach; what is up in the air is the relative balance of local and national priorities.

Synopsis: Job Training Partnership Act (Public Law 97-300/10-13-82)

Purpose: "establish programs to prepare youth and unskilled adults...into the labor force and afford job training to the economically disadvantaged...to obtain productive employment"

Funding Process



	Title IV National Programs	IIA, IIB, III
appropriation level set by Congress before Federal	(forward funding)	JTPA Programs start Federal Program year

Fiscal Year October 1 . . . . . July 1 - June 30

Role of Governor

1. Designates service delivery areas (SDA's)
2. Certifies Private Industry Council (PIC) for each SDA
3. Establishes State Job Training Coordinating Council (SJTCC)

Functions of PIC: "responsibility to provide policy guidance and exercise oversight units) of general local government"

A written agreement must be developed between the unit of general local government and the PIC which (1) specifies procedures for the development of the job training plan and (2) selects entity to be grant recipient and grant administrator.

JTPA Limitation of Costs

TITLE II		
Administration	-	maximum of 15%
Services *(with admin.)*	-	maximum of 30%
Training	-	minimum of 70%
TITLE III		
Administration	-	maximum of 15%
Needs Related Payments & Supportive Services	-	maximum of 25%
Basic Readjustment Services plus Administration, Supportive Services & Needs Payments	-	maximum of 50%
Retraining	-	minimum of 50%

Job Training Partnership Act (JTPA) Programs

Title IIA

- Allocation *formula* used for States:
  - 33 1/3% based on relative number of unemployed in areas of substantial unemployment ([ASLI]/Average rate of unemployment 6.5%)
  - 33 1/3% based on relative excess number of unemployed (# in excess of 4.5%)
  - 33 1/3% based on relative number of economically disadvantaged

Note: *State and SDA's* are guaranteed 90% of last year's funding ("hold harmless")

78% . . . allocated by above formula to SDA's

- Requirements for 78% . . .
  Must be economically disadvantaged (up to 10% maybe noneconomically disadvantaged if have barriers to employment)
- Economically Disadvantaged:
  Family income for past year (in relation to family size) that is at or below higher of either Office of Management and Budget (OMB) Poverty Level of 70% Lower Living Standard. For this SDA:

Size of Family	Annualized Income (as of summer 1989)
1	$ 5,980
2	8,960 (NOTE: Last 6 months income
3	12,300 determined and then
4	15,180 doubled to annualize
5	17,910 income)
6	20,950

- 40% of funds must be expended for youth (21 and under *figure adjusted for each SDA . . . Contra Costa is 28%)

8% State Education Coordination Grants (distributed at Governor's discretion)
NOTE: California State law requires SDA allocation must be used for GAIN participants

3% Older Workers (distribution at Governor's discretion)/JTPA eligible 55 yrs and over
NOTE: California currently allocates all 3% funds to local PIC/SDA's

6% Incentive/Technical Assistance (distribution set by Governor)

5% State Administration and Audits

Title IIB - Summer Youth Employment Program (SYETP)

- All funds allocated to SDA's by formula
- Programs operate only during summer in Contra Costa County
- Eligible: Economically disadvantaged youth
- Must include a remedial component

Title III - Dislocated Workers (NOTE: May be replaced/altered by Omnibus Trade Act during PY 87/88 or 88/89)

- Funding - Up to 25% held by Secretary of Labor

- remainder allocated by following formula to States:
  - 1/3 on relative number of unemployed
  - 1/3 on basis of relative excess number of unemployed (4.5%)
  - 1/3 on basis of relative number of unemployed 15 or more weeks

  NOTE: State directly allocates 60% of State allocation to PIC/SDA's

- Eligibility

  1. Terminated or laid-off or notice of termination, eligible for unemployment insurance (UI), unlikely to return to previous industry or occupation; or

  2. Termination or laid-off due to permanent plant closure; or

  3. Long-term unemployed with limited opportunity for same or similar employment; or

  4. Were self-employed (including farmers) and are unemployed as a result of general economic conditions.

Synopsis of Current Contra Costa Program Design

Private Industry Council (PIC) Regional Centers have been established in the West, Central, East, and Far Eastern sections of the County. The PIC Regional Offices are located in San Pablo, Concord, Pittsburgh, and Brentwood. The Regional Offices are operated under a master contract by independent contractors. They serve adults and out-of-school youth. Most training and placement activity is individualized. Classroom training is done by individual referral to approved training sites, normally with open entry open exit curriculum. On-the-job training (OJT) placements are for one or two participants with large or small firms.

In-school youth are served through the Try Out Employment Program for Youth (TEPY). The TEPY provides up to 250 hours of fully paid work experience training primarily in the private for-profit sector. This program is operated in conjunction with the secondary school system.

Worker's Assistance Center (WAC) is a PIC-funded, contractor-operated center in Concord that provides services to dislocated workers. The WAC provides job search training, resumé preparation, OJT, and classroom training. WAC participants tend to be participating members of the workforce who have just become unemployed or given notice of pending unemployment.

Unit-sized training (formerly called employer based) is for group training of 5 (preferably 10) or more. This could be for when a large employer wants to train and hire a group of participants as a group, or when a training agency has employer hiring commitments and is proposing to train a group of participants.

The Summer Youth Employment Training Program (SYETP) provides low family-income youth with quality subsidized work experience during the summer. The SYETP also provides some supplementary vocational and remedial training.

The Unsubsidized Summer Youth Employment Program is a job development summer activity supplementing existing State Youth Employment Service activities during the summer.

The Business Resource Center (BRC) is operated by PIC staff to help prospective and existing business identify their needs and utilize existing resources available to assist business development. To date we have been successful in supplementing this activity with Housing and Urban Development (HUD) Community Development Block Grant (CDBG) funds.

The Advisory Committee on the Employment and Economic Status of Women is co-funded by the PIC and Board of Supervisors. This committee advises both the PIC and Board on issues concerning the employment and economic status of women in Contra Costa County.

JTPA Dollar Flow Description

The Job Training Partnership Act (JTPA) funds are Federal funds. The Private Industry Council (PIC) receives Federal funds directly or indirectly from the Department of Labor (DOL) or through the State. Most JTPA funds are distributed to the State for State administration and allocation; a small portion of the funds are retained from federally administered programs. Those funds we receive directly from DOL — if we receive any at all—are normally in response to a successful proposal for a pilot or special purpose grant. These are one time only funds.

The JTPA funds we receive from the State are one of two categories: mandatory pass through or discretionary funds. That is to say, the State is required by Federal legislation to pass through some JTPA funds to local PIC service delivery areas (SDA's) based on Federally mandated allocation formulas (78% and Summer Youth Employment Program [SYEP] are the two mandatory pass through). For the other funds, the State has the choice of distributing the funds to the local level or administering them from Sacramento. This discretion can be and is applied on a year for year basis

The amount of JTPA dollars this PIC/SDA receives is first dependent on the Federal budget process. The President in January submits his budget to Congress. This is the Administration's funding plan for the Federal fiscal year which begins the following October. Because JTPA is forward funded, the amount of funds in the Administration's January proposal is for the JTPA July/June program year beginning in the Federal fiscal year. That is to say, the Administration's January budget message is for a Federal fiscal year starting the following October and establishes the amount of JTPA funds which will be available for a 12-month period beginning July of that fiscal year, which is fully 18 months after the Administration budget request. This means that in January/February we receive a rough indication of funding for the program year that will start a year after the program year about to begin that July.

Congress then establishes its budget which could represent acceptance, rejection, or modification of the President's proposed budget. The Congressional budget is really a target; it is not mandatory, nor is it subject to Presidential review, approval, or veto. It represents a nonbinding, bipartisan legislative agreement among the majority of legislators as to total or ceiling fiscal year revenues and expenditures, with individual gross program projections. This is the blueprint within which the actual appropriation committees are supposed to act. Currently, Congress is supposed to finalize its budget plan by April 15.

It is the actual Federal Labor Department appropriation bill which establishes the level of JTPA funding. The appropriation bill is supposed to be passed by Congress and signed by the President prior to the start of the fiscal year on October 1.

In the event that a fiscal year appropriation bill is not completed prior to October, a continuing resolution is normally passed. A continuing resolution can be thought of as an interim or pseudo appropriation, containing a spending limit and time period. They are not effective until the President signs or a veto is overridden. The continuing resolution can be for all of the next fiscal year or for only a portion, such as 3 months. The authorized level of expenditure can be at the same level as the prior year or some lower amount, such as the lowest of last year, the proposed budget, or approved action of either committee. The key in point is that when an appropriation bill is finally executed, it overrides the continuing resolution.

A benefit to the forward funding is that even if Washington is late in finalizing the budget, we can expect to know what our funding is prior to the July 1 start of the program year, and we usually have a reasonable estimate of the funds in November when we are in the initial planning phase. However, the forward funding does allow the President, when proposing the budget in January, to request Congress to approve a recision of the funds appropriated last year for the program year to start in July. If Congress does not approve the recision within 45 days, it is void. However, for the 45 days the official planning instructions require, we presume, the recision will be approved.

Once the appropriation level is finalized, after Office of Management and Budget (OMB) review to ensure the allocations are as authorized by Congress and approved by the President, DOL allocates the JTPA funds. Some of these funds are allocated to the federally administered programs; the balance (which is the majority) is distributed to the State.

The State then allocates the funds to the local PIC/SDA. Pass through funds are for the Title IIA 78%, the Title IIB Summer Youth Employment and Training Program, and the basic Title III Program. Although funds must be passed through by the State, Sacramento does have some discretion in allocation level by its selection of the statistical base to be used. In California, they have chosen the maximum time period to utilize for calculating distribution formula indexes. This decision was to even out the funding allocations and neutralize short term changes in economic statistics.

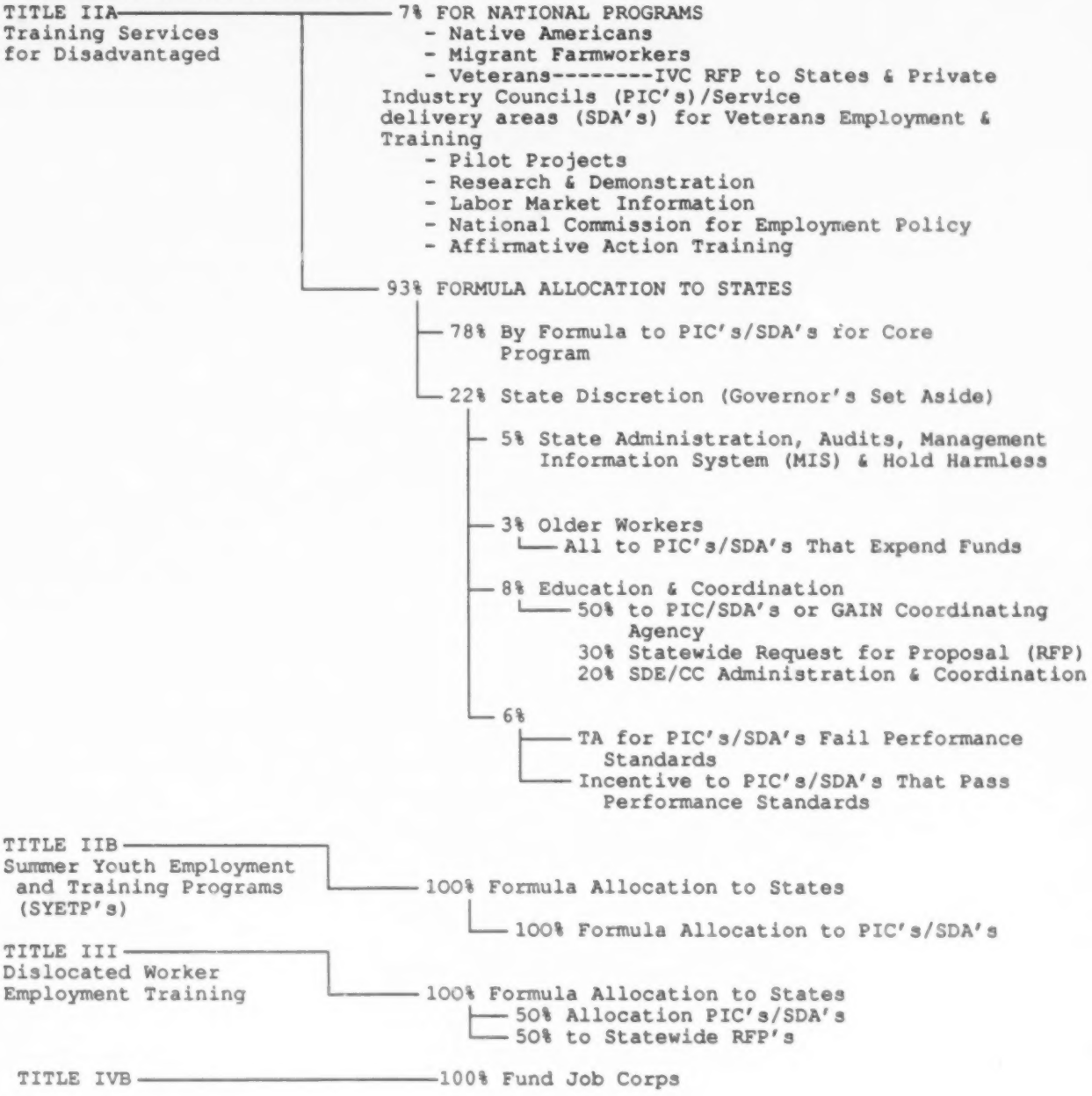
The State must decide how much—if any—of the discretionary State funds will be allocated to the local PIC/SDA, and what the criteria for those allocations will be.

Following is a visual time line which assumes that all funding decisions are made promptly. Note the 18-month lead time before the actual start of program year operation.

	WASHINGTON	SACRAMENTO	CONTRA COSTA
Jan. 18	President's Budget		
Feb. 17			
Mar. 16			
Apr. 15	Congress Budget		
May 14			
June 13			
July 12			
Aug. 11			Preliminary Planning
Sept. 10			
Oct. 9	Appropriations Finalized		
Nov. 8		Planning Instructions Issued	Finalize Program Design
Dec. 7			Issue Requests for Proposal (RFP's)
Jan. 6	(Recision Requested)	Projected Revenues Published	Issue Prospectus
Feb. 5			Evaluate RFP's
Mar. 4	(Recision Approved/ Disapproved	Actual Revenues Published	Evaluate Prospectus
Apr. 3			Submit Plans
May 2			
June 1		Local Plans Approved	Receive Plan Approval
July 1	Funds Available Expenditure	Funds Available for Expenditure	Start Program

JTPA Dollar Flow Chart

CONGRESSIONAL APPROPRIATIONS


TITLE IIA
Training Services
for Disadvantaged
7% FOR NATIONAL PROGRAMS
- Native Americans
- Migrant Farmworkers
- Veterans--------IVC RFP to States & Private Industry Councils (PIC's)/Service delivery areas (SDA's) for Veterans Employment & Training
- Pilot Projects
- Research & Demonstration
- Labor Market Information
- National Commission for Employment Policy
- Affirmative Action Training
93% FORMULA ALLOCATION TO STATES
78% By Formula to PIC's/SDA's for Core Program
22% State Discretion (Governor's Set Aside)
5% State Administration, Audits, Management Information System (MIS) & Hold Harmless
3% Older Workers
All to PIC's/SDA's That Expend Funds
8% Education & Coordination
50% to PIC/SDA's or GAIN Coordinating Agency
30% Statewide Request for Proposal (RFP)
20% SDE/CC Administration & Coordination
6%
TA for PIC's/SDA's Fail Performance Standards
Incentive to PIC's/SDA's That Pass Performance Standards
TITLE IIB
Summer Youth Employment and Training Programs (SYETP's)
100% Formula Allocation to States
100% Formula Allocation to PIC's/SDA's
TITLE III
Dislocated Worker Employment Training
100% Formula Allocation to States
50% Allocation PIC's/SDA's
50% to Statewide RFP's
TITLE IVB
100% Fund Job Corps

Funding by Program

Title IIA	78%	$ 2,150,000
	8%	215,000
	6%	140,000 - 180,000
	3%	90,000
Title IIB Summer 1986		900,000
Title III		225,000 - 300,000
Chevron Donation		28,000
CDBG Interns		14,000

Actual level of funding is dependent upon Congressional action, unemployment rates, and State Council decisions. The above figures represent the approximate size of grants currently being received or anticipated. Note that Title III and IIA 6% are somewhat volatile.

Overview: Administrative Channels

The basic enabling legislation was passed by Congress. Once the legislation was effective, the Department of Labor (DOL) wrote the regulations to (theoretically) more thoroughly explain and expand upon the congressional will or intent.

Congress then has no administrative authority; it legislates and provides oversight. Administration is by the Executive Branch. The DOL administers the Job Training Partnership Act (JTPA) program at the Federal level, subject to prior management review by the Office of Management and Budget (OMB). OMB review is centered on funding interpretations and review of regulations.

At the initiation of JTPA, DOL took a passive or hands-off approach to JTPA administration. DOL treated the program as if it were a State-administered block grant. Little guidance was provided to States. This stance drew criticism from members of Congress and from States, whose administrators were wary of interpreting the legislation without guidance from DOL. With the appointment of Secretary of Labor Bill Brock, there began to be a more active Federal role in providing administrative guidance and instruction to State governments and in interpreting the requirements of the legislation. What is important to remember is that the Federal Government interacts with the State; it does not directly deal with Private Industry Councils (PIC's) or Service Delivery Areas (SDA's).

The Governor is the key administrative power. Policy and procedural decisions fall to him. He is accountable to DOL and has fiscal liability for actions taken at the State and local level. In California the Governor has designated the Employment Development Department (EDD) to be the administrative agency. EDD has established a division, the Job Training Partnership Division (JTPD), as the office responsible for JTPA administration. The JTPD Chief (Werner Schink) is answerable through an intermediate level to the Director of EDD (Kay Kiddoo) for all phases of JTPA program activity except the Audit and Evaluation Programs.

EDD is part of the State Health and Welfare Agency. Hence, there is one level between the EDD Director and the Governor. That level is the Secretary of Health and Welfare (Cliff Allenby). Since his appointment the current agency director has displayed an interest in encouraging, if not requiring, a closer relationship between JTPA and EDD. The initial approach was somewhat heavy handed and displayed a lack of sensitivity to issues of local control. Clearly some new dynamics are in place.

The Federal legislation establishes a State Job Training Coordinating Council (SJTCC). This Council is legislative mandated to advise the Governor and to plan,

coordinate and monitor the provision of JTPA programs and services. The SJTCC has its own independent staff (Diana Marshall is the Executive Director). The staff, on behalf of the SJTCC, has direct access to the Governor's office, but that appears more and more to be through the agency director.

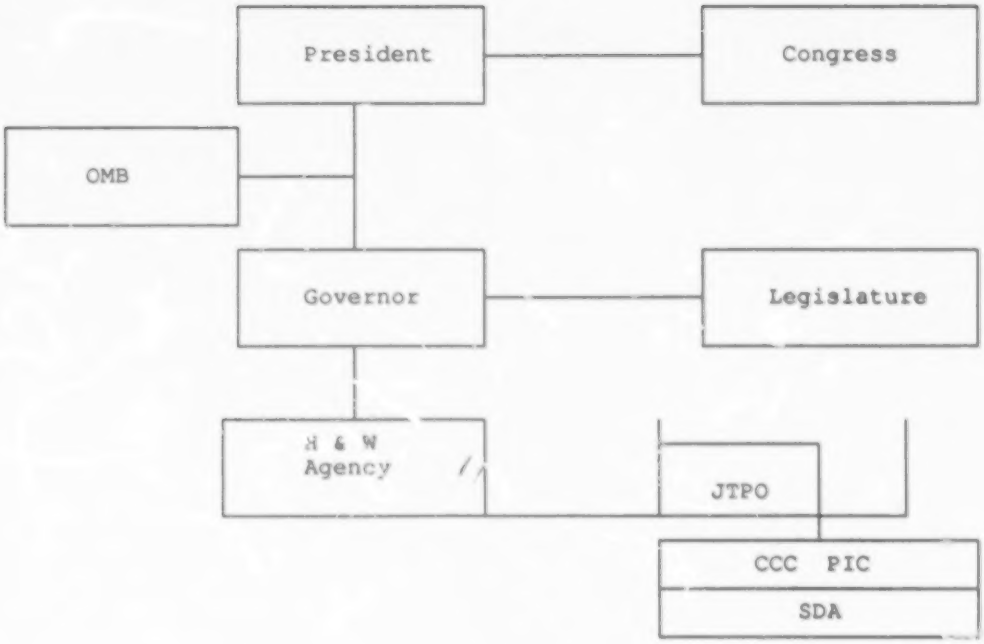
In California, the Governor has decided to delegate much of his responsibilities to the SJTCC. To date the Governor has implemented almost all SJTCC decisions, and the review of SJTCC recommendations has apparently been limited to ensuring that accepting the advice does not entail any obvious fiscal liability i.e., is not in direct violation of legislation. However, JTPD staff has formal appeal rights of SJTCC decisions to the Agency Director, who resolves such disputes on behalf of the Governor. The current SJTCC Chair (Phil Chase) appears to have the full confidence of the Governor and to be responsive to State Executive staff viewpoints.

Thus, in California, the SJTCC is very influential, assuming administrative and most policy powers. This also means the SJTCC has two staffs. The JTPD staff provides staff support for normal administrative issues; the SJTCC staff advises the members on policy issues, handles the agenda and minutes, and provides staff support for the legislatively mandated SJTCC functions.

Thus, at the State level, administration is through the SJTCC on behalf of the Governor, with JTPD being the administrative channel down to the SDA. The SJTCC, through SJTCC staff, channels policy decisions and advisory information to the PIC. In general, then, there is a dual administrative channel from Sacramento, both originating in the SJTCC—one channel being JTPD to the SDA's, the other channel being through SJTCC staff to the PIC's. (Obviously, the real world is not this exact; there is a significant crossover, if due only to incorrect classification.)

The SJTCC, in staffs' opinion, was originally remarkably free from making political decisions. Major policy issues were vigorously debated and resolved by vote. The State Legislature, no doubt somewhat influenced by the fact the SJTCC are the Governor's appointees, did not show itself bashful from attempting to assert itself through legislation and budget control language. This resulted in the SJTCC becoming a little more conservative and seeking some shelter in the shadow of the State Executive Branch. In staffs' opinion, the SJTCC has become a little more institutionalized and isolated from program operators. JTPD has recently attempted to carve out an administrative role not subject to SJTCC review and decision.

Hence, there is a triangle of sorts. The Legislature, the SJTCC, and the JTPD all are part of the administrative channel from Sacramento to this PIC and SDA.


President
Congress
OMB
Governor
Legislature
H & W
Agency
JTPO
CCC PIC
SDA

Glossary — Acronyms

ADMIN	ADMINISTRATIVE	All nonprogram costs, limited to 15% of grant.
—	ADULT	Participant 22 years of age or older at entry into program.
ACEESW	ADVISORY COMMITTEE ON EMPLOYMENT & ECONOMIC STATUS OF WOMEN	Women's committee established by the Board and co-funded by PIC. Meets the third Tuesday of each month.
AFDC	AID TO FAMILIES WITH DEPENDENT CHILDREN	Public assistance program administered by County Welfare Department, primarily funded by State and Federal government.
ASU	AREA OF SUBSTANTIAL UNEMPLOYMENT	Area within SDA with unemployment rate of 6.5% or greater. One-third of the Title IIA allocation is based on this calculation.
BRC	BUSINESS RESOURCE CENTER	PIC information and referral program to assist new or expanding businesses.
CDBG	COMMUNITY DEVELOPMENT BLOCK GRANT	Grant funds administered by the County Planning Department. We have successfully received subgrants for our BRC interns and unsubsidized summer youth program. These funds cannot be expended for Richmond, Walnut Creek, Concord, or Pittsburgh since each of these cities separately receive their own CDBG funds.
CEO	CHIEF ELECTED OFFICIAL	Chair of the Board of Supervisors in the Contra Costa County SDA.
CRT	CLASSROOM TRAINING	Skill or occupational training usually in an institutional setting.
CBO	COMMUNITY-BASED ORGANIZATION	Private nonprofit organizations, representative of the community or a significant segment

		which provides services or activities within that community.
CETA	COMPREHENSIVE EMPLOYMENT & TRAINING ACT	The major Federal job training program that preceded JTPA.
—	COMPETENCY-BASED TRAINING	Training that is organized around mastering of successively more difficult competency levels in incremental steps.
—	CUSTOMIZED TRAINING	Skill training that is tailored to meet the job requirements for a particular employer or group of employers.
—	CYCLICALLY UNEMPLOYED	People who temporarily lose their jobs due to declines in economic activity.
DOC	DEPARTMENT OF COMMERCE	State agency responsible for economic development activities. (There is a Federal department with same title.)
DOL	DEPARTMENT OF LABOR	Federal department that administers JTPA.
DSS	DEPARTMENT OF SOCIAL SERVICES	State Department, primarily administrative; program operations are performed at County level.
DOT	DICTIONARY OF OCCUPATIONAL TITLES	Standardized means of coding jobs.
—	DISPLACED/DISLOCATED WORKER	Individuals who have been terminated or have received notice of termination due to plant closure or mass layoff, who are eligible for or have exhausted UI, or are long-term unemployed and unlikely to return to their previous employment.
—	DISCRETIONARY FUNDS	Such sums, totaling 22% of the State's annual Title IIA allocation, reserved by the Governor for the following purposes:

		1. Eight percent (8%) shall be available to training education programs (as prescribed in JTPA, Sec. 123); 2. Three percent (3%) shall be available for training programs for older workers; 3. Six percent (6%) shall be used to provide incentive grants to SDA's; 4. Five percent (5%) shall be jointly available to auditing expenses, administrative expenses, costs necessary to operate the SJTCC. (Also known as Governor's set aside.)
—	ECONOMICALLY DISADVANTAGED	Eligible for Title II programs: member of family receiving public assistance; family income below poverty level or lower living standard level; or foster child supported by government.
—	EDUCATION-TO-WORK ACTIVITIES	Activities designed to prepare and assist youth in moving from school to unsubsidized jobs. Such services include but are not limited to counseling, skills training, literacy training, and job sampling.
ED&R	EMPLOYABILITY DEVELOPMENT PLAN (EDP)	A feature of JTPA program whereby participants' barriers to employment are identified and a plan of training and other services is formely articulated that addresses a particular employment objective.
—	EMPLOYMENT DATA AND RESEARCH	Branch of EDD that collects employment statistics.
—	EMPLOYER BASED TRAINING	Obsolete term, now referred to as unit sized training.
EDD	EMPLOYMENT DEVELOPMENT DEPARTMENT	Title for California office responsible for employment service; JTPO is a major division of EDD.

EDWWA	ECONOMIC DISLOCATION AND WORKER ASSISTANCE ADJUSTMENT ACT	Title of the bill that revised the Title III (dislocated worker) program. This legislation required states to allocate 60% of the funds to PIC/SDA's, to administer local dislocated worker programs. It also requires the Governor—independently or in conjunction with local PIC/SDA's—to have a rapid response program for notification of plant layoff.
EGA	EMPLOYMENT GENERATING ACTIVITIES	Programs (such as our BRC) that result in the creation or expansion of employment opportunities for individuals eligible for JTPA.
ES	EMPLOYMENT SERVICE	In California, EDD.
ETP	EMPLOYMENT TRAINING PANEL	State-administered and -operated employment training program similar to Title III. Seven-member panel is appointed by Governor. Funding is from employer UI payments.
FESA	FAMILY ECONOMIC SECURITY ACT	State legislation to implement JTPA in California. Some aspects are in conflict with Federal legislation; others are more restrictive.
FIRE	FINANCE, INSURANCE, AND REAL ESTATE	Major expanding employment category.
FY	FISCAL YEAR	Twelve-month period. Federal FY is October 1 through September 30. State and County FY from July 1 through June 30.
GAO	GENERAL ACCOUNTING OFFICE	The auditing arm of Congress.
GED	GENERAL EQUIVALENCY DIPLOMA	Awarded to individuals with adequate test scores as a substitute for a high school degree.
GAIN	GREATER AVENUES FOR INDEPENDENCE	California welfare reform legislation requiring job training or public service for AFDC recipients whose children are under 6 years of age.

—	HOLD HARMLESS	Normally stated at a percent level, it is a minimum funding level against last year. Due to statistical quirks or a changed economic environment, the formula allocation of funds can be very volatile. A hold harmless level is a mechanism to level the peaks and valleys. In JTPA there is a 90% hold harmless at the state allocation level, but none at the PIC/SDA level.
IR	INDIVIDUAL REFERRAL	Opposite of unit-sized training; individual referral to existing training provider or individual OJT contract with existing business.
—	JOB CLUB	A formally structured group of participants engaged in structured job search activities, a key feature of which is peer support.
—	JOB DEVELOPMENT	Activities designed to identify and make accessible employment opportunities for participants. Examples included staff calls to employers to identify job vacancies.
JOBS	JOB OPPORTUNITY AND BASIC SKILLS (PROGRAM)	Federal legislation requiring AFDC recipients to participate in employment/training programs. In California, it is referred to as the GAIN Program. This is a welfare department administered program.
JST	JOB SEARCH TRAINING	Structured activity focusing on development or enhancement of job seeking skills. Also called JSA (Job Search Assistance).
JTPA	JOB TRAINING PARTNERSHIP ACT	Basic Federal legislation, Public Law 97-300, enacted October 13, 1982.
JTPD	JOB TRAINING PARTNERSHIP DIVISION	EDD division responsible for administering JTPA on behalf of the Governor of California.
JTPO	JOB TRAINING PARTNERSHIP OFFICE	Obsolete term, formerly the EDD office responsible for administering JTPA on behalf of the Governor in California. Now it is known as JTPD.

LMI	LABOR MARKET INFORMATION	Local supply and demand information.
LEA	LOCAL EDUCATIONAL AGENCY	Any legally constituted local public school authority have administrative control and direction of elementary and/or secondary school(s) or of a vocational education program.
MIS	MANAGEMENT INFORMATION SYSTEM	System for collecting and reporting participant characteristics and program results, preferably integrating fiscal data.
MSA	METROPOLITAN STATISTICAL AREA	Contra Costa and Alameda Counties comprise the Oakland MSA.
NAB	NATIONAL ALLIANCE OF BUSINESS	Large national nonprofit group. Funded from business contributions, DOL contracts, and service fees. We subscribe to NAB's information services and attend the local conferences.
NAPIC	NATIONAL ASSOCIATION OF PRIVATE INDUSTRY COUNCILS	Association located in Washington to which we belong. It provides information and conducts research studies.
NGA	NATIONAL GOVERNOR'S ASSOCIATION	Association which, among other things, advises governors on JTPA issues and educates legislators in Washington.
—	NEEDS ASSESSMENT	Generally a survey of groups of participants to identify general needs for employment and supportive services needs. Results are typically used for program planning.
—	OFFENDER	Any adult or juvenile who is or has been subject to any stage of the criminal justice process for whom employment and training services may be beneficial, or who requires assistance in overcoming artificial barriers to employment resulting from an arrest or conviction record.

OJT	ON-THE-JOB TRAINING	Training in the private or public sector given to a participant who has been hired first by the employer, and which occurs while the participant is engaged in productive work which provides knowledge or skills essential to the full and adequate performance of the job.
—	OLDER WORKER	For JTPA, a person 55 years of age or older.
—	PERFORMANCE STANDARDS	Indicators used to measure levels of achievement in the operation of programs.
PREP	PRE-EMPLOYMENT PREPARATION	Public service training component of GAIN, referred to as work fare.
PIC	PRIVATE INDUSTRY COUNCIL	Appointed group, majority of which are business members, that in partnership with the CEO, plans and operates the JTPA program within the area of jurisdiction.
RO's	REGIONAL OFFICES	PIC contractors that operate one of four regional offices (intake/placement units) in San Pablo (West), Concord (Central), Pittsburgh (East), or Brentwood (Far East).
SDA	SERVICE DELIVERY AREA	Political jurisdiction within which area the PIC/SDA is responsible. For us, it is all of Contra Costa County except the incorporated City Limits of Richmond.
—	SIGNIFICANT SEGMENT	Groups of the population identified by the demographic characteristics of age, sex, race, and national origin. Frequently a program target group.
SDE	STATE DEPARTMENT OF EDUCATION	State agency which oversees the 8% funds.
SJTCC	STATE JOB TRAINING COORDINATING COUNCIL	Majority of positions appointed by Governor, a few by the legislature, and some held due to State office. Function is to plan, monitor, and coordinate employment and training programs

		and services, with emphasis on JTPA. Prohibited from directly operating programs or providing direct services to participants.
—	STRUCTURALLY UNEMPLOYED	People who suffer chronic unemployment because their skills are not demanded by employers.
SYETP	SUMMER YOUTH EMPLOYMENT TRAINING PROGRAM	Summer program providing work experience to youth expected to return to school in the fall.
SS	SUPPORTIVE SERVICES	Services needed to enable an eligible individual to participate in JTPA. Normal SS provided by us are child care and transportation.
TAA	TRADE ADJUSTMENT ASSISTANCE PROGRAM	EDD-administered employment and training program for workers displaced as a result of foreign competition.
—	TELEMARKETING	Making telephone calls to employers to market participants as employees. A typical self-directed job search entity.
10% WP	TEN PERCENT WAGNER-PEYSER FUNDS	That portion of the Federal employment service grant to California that must be used for other than standard State ES activities.
UI	UNEMPLOYMENT INSURANCE	Income support program designed to assist the temporarily unemployed.
UST	UNIT-SIZED TRAINING	Special group training program for an employer, or through a training agency for a group of employers.
VET	VETERAN	A person who served on active duty for more than 180 days and was discharged with other than a dishonorable discharge, or was discharged because of a service-connected disability.

VA	VETERANS ADMINISTRATION	Branch of the Federal Government that administers programs for Veterans.
—	WAGNER-PEYSER ACT	Legislation that established a Federal program of free employment offices and provided for a nationwide framework for public employment efforts. (Employment Service or ES.)
WAC	WORKER'S ASSISTANCE CENTER	Title III central office providing intake, eligibility, JST, CRT, and OJT.
WARN	WORKER ADJUSTMENT & RETRAINING NOTIFICATION (ACT)	Federal law requiring 60-day advance notification of plant closures/major layoffs. State notification triggers rapid response effort.
WEX	WORK EXPERIENCE	A short-term work assignment with a public employer or private nonprofit agency designed to enhance employability of participants by developing good work habits and basic work skills.
WIC	WOMEN INFANT & CHILDREN (PROGRAM)	Federal program to provide health/nutrition to expectant mothers and young infants.
WJTPA	WESTERN JOB TRAINING PARTNERSHIP ASSN.	Voluntary organization; membership is open to PIC/SDA's in western States.
—	YOUTH	Individuals aged 16 through 21 at time of enrollment. However, JTPA provides that pre-employment skills training programs and summer youth programs may include youth aged 14 and 15.
YC	YOUTH COMPETENCIES	A youth training system that uses standards of performance to measure whether, and to what extent, particular work-related skills have been attained by participants. When it can be demonstrated that a youth lacked the skills at enrollment but attained them by program termination, it is a positive termination when the youth is certified in two of the three areas. The standards established are PIC standards.

There are three areas of YC: Pre-Employment/Work Maturity, Job Specific, and Basic Skills. We currently are developing a basic skill proficiency; we have approved standards for the other two.

* U.S. G.P.O.:1991-282-146:45346